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A VISION FOR THE FUTURE

West Harbourfront Development Study Final Report

CORPORATION OF THE CITY OF HAMILTON, CANADA

November 1995



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West Harbourfront Development Study

FINAL REPORT

A VISION FOR THE FUTURE

A New Century

A New Waterfront

A New Hamilton

November 1995

City of
HAMILTON

THE CORPORATION OF THE CITY OF HAMILTON

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EXECUTIVE SUMMARY

STUDY OVERVIEW

The West Harbourfront Development Study (WHDS) was an initiative by the City of Hamilton to generate a vision to guide the future redevelopment of the West Harbourfront Precinct, to prepare detailed development plans for Bayfront Park (formerly Harbourfront Park), and to study the feasibility of developing a multi-use sports complex within this precinct. This study was directed by the WHDS Steering Committee, who reported to City Council through the Parks and Recreation Committee. The WHDS Steering Committee was supported by the Technical Advisory Committee, who directed the undertaking of various technical studies and the tasks of the WHDS.

This study formally began in the summer of 1993 and concluded with the submission of this final report. The *WHDS Final Report: A Vision for the Future* documents the study process, summarizes the impacting initiatives and supporting technical studies, describes the concept plans for the West Harbourfront Precinct and Bayfront Park, proposes development guidelines, and provides preliminary cost estimates and an economic impact analysis for these concept plans. In addition to this report, a full-colour brochure and a three-dimensional presentation model were produced of the concept plan for the West Harbourfront Precinct to convey the vision to stakeholders and the citizens of Hamilton.

A Vision for the Future is the product of comprehensive study and an extensive public

participation process involving many civic and regional departments, external consultants, over 30 organized stakeholders, and the public. The public participation process included a vision game, design workshops, and three public meetings during the study. From this work, a draft concept plan for the West Harbourfront Precinct was produced and received by City Council on June 27, 1995. The public was informed about the draft concept plan through a large article in *The Spectator*, 28 presentations to various stakeholders, and three public meetings. Comments from this public review process have been incorporated into this final report and the final concept plan.

THE VISION

The vision is to establish the West Harbourfront Precinct as a place for public use and enjoyment; a place for protection of the natural environment; a place to live, work, and play; a place to expand our tourism industry; and a place of which all Hamiltonians can be proud. This includes maximizing public access to and along the harbour shore; designating redevelopment zones that protect our open space resources, while integrating developments to the existing adjacent neighbourhoods; consolidating special attractions; and establishing connections between the downtown and the harbour. The concept plan for the West Harbourfront Precinct (Drawing No. 11) illustrates this vision.

A key aspect of this concept plan is the relocation of the CN marshalling yard on Stuart Street to CN's Aldershot property in Burlington. While two main lines will remain, the removal of the marshalling yard will provide up to 40.5 hectares (100 acres) of waterfront land for redevelopment. Industrial lands next to the marshalling yard are also included in the concept plan and contribute to the acreage for redevelopment. The involvement of CN and their willingness to consider the relocation of their marshalling yard has provided the best opportunity in the past 150 years to reclaim this valuable waterfront property.

Public use and enjoyment of the west harbour is a primary objective. The plan features a 6 km-long (3.7 mi) paved trail along the shore from Eastwood Park to Princess Point, and across the Desjardins Canal to connect with the new Lake Ontario Waterfront Trail in Burlington. Special attention will be given to the design of the trail to ensure that it will be accessible to all people, including those in wheelchairs. The expanded trail system will provide residents with access to significant natural areas, including Cootes Paradise and the Royal Botanical Gardens. With eco-tourism becoming more popular, this trail would encourage more visitors to come, to stay, and shop in Hamilton.

The concept plan addresses the goal of enhancing tourism by identifying places for the construction of "world-class" quality special attractions, such as gardens of the world, an outdoor amphitheatre, the Hamilton-Scourge Museum, a historic ship building centre, and an aquarium of the Great Lakes. Specialty shops, cafes, and waterside restaurants would be provided throughout the precinct and, in particular, within a historic waterfront village, at Macassa Bay, and within the Harbour West

Marina complex.

The vision for the West Harbourfront Precinct also includes expanding the existing resident population. On the concept plan, many areas have been designated for residential developments. It is envisioned that 2,100 new apartment-style dwellings could be built in low-rise buildings. This represents approximately 3,150 new residents.

BAYFRONT PARK

A concept plan for the future development of Bayfront Park is shown on Drawing No. 13. Bayfront Park is not intended to be intensively developed. The proposed park improvements and facilities are intended to satisfy the requirements of park users and to protect the park from the impact of special events. The main features include:

- an entrance building and courtyard
- a multi-purpose building and pavilion
- a children's play area
- a paved, lighted walkway around the upper level
- picnic shelters and sun shelters over benches
- a boardwalk over the wetlands
- paved parking areas
- park amenities (i.e., benches, drinking fountains, bicycle racks, etc.)
- fully automatic irrigation system

Bayfront Park has become very popular with the citizens of Hamilton and requests to schedule special events at this site have continually increased since it opened. The concept plan ensures that much needed improvements and facilities will be added without affecting the character of the park.

MULTI-USE SPORTS COMPLEX

A technical study was undertaken to evaluate the feasibility and desirability of locating a multi-use sports complex within the West Harbourfront Precinct. Six candidate locations were identified for evaluation. From this study, it was concluded that there are no ideal stadium sites within the precinct due to the lack of suitable property for development of a stadium, the presently incomplete Perimeter Road, and the anticipated negative impacts on the adjacent neighbourhoods.

The Eastwood Park site was, however, identified as the most suitable location of the

six considered for a future multi-use sports complex within the West Harbourfront Precinct. It is recommended that, before any serious consideration be given to this site, or any other within the City or Region, a long list of candidate sites should be subjected to detailed site criteria analysis and market feasibility studies. As an outcome of these studies, the Eastwood Park site could be dropped from further review. Given that a final decision on this issue has not been made, the concept plan for the West Harbourfront Precinct does not show the sports complex, but rather represents Eastwood Park as it presently exists.

PRELIMINARY COST ESTIMATES

A preliminary cost estimate has been prepared for the concept plan and development scenario described in this report. This estimate is provided in Chapter 10 and summarized as follows:

CN Marshalling Yard Relocation	\$ 99,700,000.
Land Acquisition	35,400,000.
Municipal Operations Relocation	6,604,000.
Site Clearing	8,360,000.
Shoreline Protection	1,080,000.
Pedestrian Underpass	2,500,000.
Municipal Infrastructure	30,134,000.
Municipal Streets	19,545,000.
Structures Over and Beside CN Tracks	29,637,000.
Landscape and Open Space Development	23,700,000.
Municipal Capital Projects	161,455,500.
Special Attractions by Others	14,630,000.
Private Sector Developments	531,707,500.
Bayfront Park Development	<u>5,047,000.</u>
Total Construction Values	\$969,500,000.

These estimates include both private and public sector projects and represent the order-of-magnitude costs for the concept.

PRELIMINARY ECONOMIC IMPACT ANALYSIS

Staff have prepared a preliminary economic impact analysis for the redevelopment of the West Harbourfront Precinct based on the concept plan and the cost estimates summarized above. The projected benefits to the community are summarized below:

a)	Total construction employment	21,795 employee years
b)	Long-term employment	3,246 full-time employees
c)	Annual visitor attendance	over 1,326,500 people
d)	Annual visitor spending	over \$45,300,000.
e)	Annual potential taxes (excluding business taxes)	approx. \$12,500,000.
f)	Development charges	approx. \$9,150,000.
g)	New residents	3,150

CONCLUSIONS

This final report and the concept plans provide a vision for the redevelopment of the West Harbourfront Precinct that respond to the input of this community. There are many opportunities for both the public and private sectors to invest in and enhance Hamilton's harbourfront. The vision is broad in scope and is intended to guide the planning and redevelopment of this precinct over the next 20 to 30 years. While it is understood that additional detailed studies are required before this or any other concept may be advanced, the WHDS is an important first step in the overall planning context of the West Harbourfront Precinct.



ACKNOWLEDGMENTS

The West Harbourfront Development Study included the co-operation and perspectives of City Council, a number of Civic and Regional departments, sub-committees of Council, numerous public and private interest groups, external consultants, and the public. All of these participants have contributed their skills and support. Their contributions are gratefully acknowledged.

CITY OF HAMILTON, CITY COUNCIL

- * Robert M. Morrow, Mayor
Mary Kiss, Ward 1
- * Marvin Caplan, Ward 1
Vince Agro, Ward 2
- * William McCulloch, Ward 2
Don Drury, Ward 3
- * Bernie Morelli, Ward 3
Geraldine Copps, Ward 4
- * Dave Wilson, Ward 4
Chad Collins, Ward 5
- * Fred Eisenberger, Ward 5
- * Tom Jackson, Ward 6
Bob Charters, Ward 6
Henry Merling, Ward 7
- * Terry Anderson, Ward 7
- * Don Ross, Ward 8
Frank D'Amico, Ward 8

Dominic Agostino, Ward 5 (Alderman 1993 - 1995)

- * denotes member of the Parks and Recreation Committee;
Alderman T. Jackson, Chairman (December 6, 1991 to June 1, 1995)
Alderman F. Eisenberger, Chairman (June 1, 1995 to present)

REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Terry Cooke, Regional Chairman (1994-1995)
Reg Whynott, Regional Chairman (1993-1994)

WEST HARBOURFRONT DEVELOPMENT STUDY
STEERING COMMITTEE (1993-1995)

Alderman Fred Eisenberger	City of Hamilton, Chairman, WHDS Steering Committee
Alderman Tom Jackson	City of Hamilton
Alderman Terry Cooke	City of Hamilton (1993-1994)
Alderman Don Ross	City of Hamilton
Alderman Bernie Morelli	City of Hamilton
Alderman William McCulloch	City of Hamilton (1995)
Alderman Bob Charters	City of Hamilton (1995)
Duncan Beattie	Hamilton Harbour Commissioners
John Evans	Local Business Representative, Vice-Chairman, WHDS Steering Committee
Jordan Livingston	Local Business Representative
J.A. (Sandy) MacDonald	Local Business Representative
Marylyn Leckenby	Local Citizen Representative
Larry O'Hearn	Local Citizen Representative
Gillian Simmons	Local Citizen Representative
Wanda Srdoc	Local Citizen Representative (1993-1994)
Keith Hinds	President, T. B. McQuesten Multicultural Gardens Steering Committee (1995)
Penny Ulbinas	Secretary

WEST HARBOURFRONT DEVELOPMENT STUDY
TECHNICAL ADVISORY COMMITTEE

Chief Administrative Office
Culture and Recreation Department
Department of Public Works and Traffic
Economic Development Department
Law Department
Planning and Development Department
Property Department
Transportation/Environmental Services Group
Treasury Department
Canadian National Railway

STAKEHOLDER GROUPS

There are many groups who have had an interest in the West Harbourfront Development Study. Some of these groups are listed below.

Arts Advisory Sub-Committee
Arts for Waterfront Committee
Barton Street Business Improvement Area
Bay Area Restoration Council
Canadian Forces Base Toronto
Central Area Plan Implementation Committee
Central/Beasley P.R.I.D.E. H.INT.
Advisory Committee
Downtown Hamilton Business
Improvement Area
Ferguson Avenue Redevelopment
Advisory Committee
Fish and Wildlife Habitat Restoration Project
Hamilton Chamber of Commerce
Hamilton Construction Association
Hamilton Harbour Commissioners
Hamilton Harbour Remedial Action Plan Office
Hamilton Historical Board
Hamilton Naturalists' Club
Hamilton Region Conservation Authority
Hamilton Street Railway
International Village Business
Improvement Area
Leander Boat Club

Local Architectural Conservation
Advisory Committee
Macassa Bay Yacht Club
Parks and Recreation Citizen's
Advisory Committee
Royal Botanical Gardens
Urban Design Committee

CONSULTANTS

CANAC Ontario, Toronto, Ontario
*Feasibility Study of Relocating the CN Stuart
Street Yard, Hamilton*

IER • Planning, Research and Management
Services, Concord, Ontario
Public Participation Process

M. M. Dillon Limited, Cambridge, Ontario
Transportation Study

Philips Planning and Engineering Limited,
Burlington, Ontario
Conceptual Servicing Plan

Unterman, McPhail and Cuming Associates,
Hamilton, Ontario
West Harbourfront Heritage Study



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Chapter 1

Introduction

Chapter 1

INTRODUCTION

1.1 OVERVIEW

Hamilton is blessed with numerous natural features, such as the Niagara Escarpment, Cootes Paradise, Hamilton Beach, numerous ravines and watercourses, that have helped shape the development and character of this city. Of all the significant features, Hamilton Harbour, with access to Lake Ontario, has contributed the most to the development of the city. In the 1850s and 1860s, the arrival of the railway and industrial growth established the old port area as a hub of commercial and industrial activity and pushed Hamilton in new directions. For the next 100 years, industry developed towards the east along the harbour and the city grew rapidly.

Throughout Hamilton's history, the harbour has also been a focus for recreational activities for residents; favourite pastimes included fishing, swimming, sailing, rowing, and skating. Recreation had coexisted with commerce and industry, however, by the 1950s, the expansion of industrial and

shipping activities had dramatically changed the harbour to the detriment of recreation.

Public access was reduced as other types of development took place. Fishing and swimming ceased as harbour pollution affected fish stocks and public health.

The environmental movement of the 1960s began to focus the attention of government and citizens on the condition of the harbour. This has led to many actions to clean up the harbour and to improve public access to its shores. The Remedial Action Plan for Hamilton Harbour (1992) is one such initiative. The acquisition and remediation of the former Lax Property that has resulted in Bayfront Park (formerly Harbourfront Park) in 1993, and the development of Pier 4 Park, also in 1993, are other initiatives that have enabled the public to return to the harbour. The City of Hamilton is proud of its contributions to clean up the harbour and improve public access.

The West Harbourfront Development Study¹ was another proactive initiative by the City of Hamilton to generate a vision to guide the future redevelopment of the lands abutting the south-west shores of Hamilton Harbour, referred to here as the West Harbourfront Precinct (see Figure 1). This was a comprehensive planning study involving the participation of numerous public and private agencies, as well as citizens, for a duration of over two and a half years.

The Terms of Reference for the study were approved by City Council on May 25, 1993 (attached as Appendix A). This document defined the roles of the Steering Committee and Technical Advisory Committee, and outlined the major study tasks.

The original goals for the study from the Terms of Reference were:

- To prepare development guidelines and conceptual plans for the successful, integrated development of the West Harbourfront Precinct.
- To prepare detailed development plans for the Harbourfront Park (Bayfront Park) site.
- To study the feasibility of developing a multi-use sports complex/feature attraction within the West Harbourfront Precinct.

The study has been guided by the WHDS Steering Committee under Alderman Fred

Eisenberger, Chairperson. The Steering Committee was initially comprised of aldermen, a Hamilton Harbour Commissioner, local business representatives, and local citizen representatives. Midway through the study, additional aldermen were named to the committee along with the President of the T. B. McQuesten Multicultural Gardens Steering Committee. It was supported by a Technical Advisory Committee, whose role was to advise the Steering Committee and to direct the undertaking of the technical studies required to complete the study mandate.

The study builds on other initiatives impacting on Hamilton Harbour and its shores, namely, the opening of Pier 4 Park and Bayfront Park, the Remedial Action Plan (RAP), The Renaissance Project, Vision 2020: The Sustainable Region, and the work of the Waterfront Regeneration Trust. The concept plans have incorporated the work of the Perimeter Road project, the Fish and Wildlife Habitat Restoration Project, and the Hamilton Harbour Commissioners' Harbour West Marina project. This study reflects the input and perspectives of various civic departments, more than 30 organized stakeholder groups, and citizens. The result is a bold and exciting vision that responds to the desires and values of the people who live, work, and invest in this area.

This final report documents the study process, supporting technical studies, concept plans, design guidelines, cost estimates, and recommended actions. The vision described in this report is illustrated on concept plans for the redevelopment of the West Harbourfront Precinct and the development of Bayfront Park. Additional documentation, including

¹ Hereafter, the West Harbourfront Development Study will be referred to as WHDS.

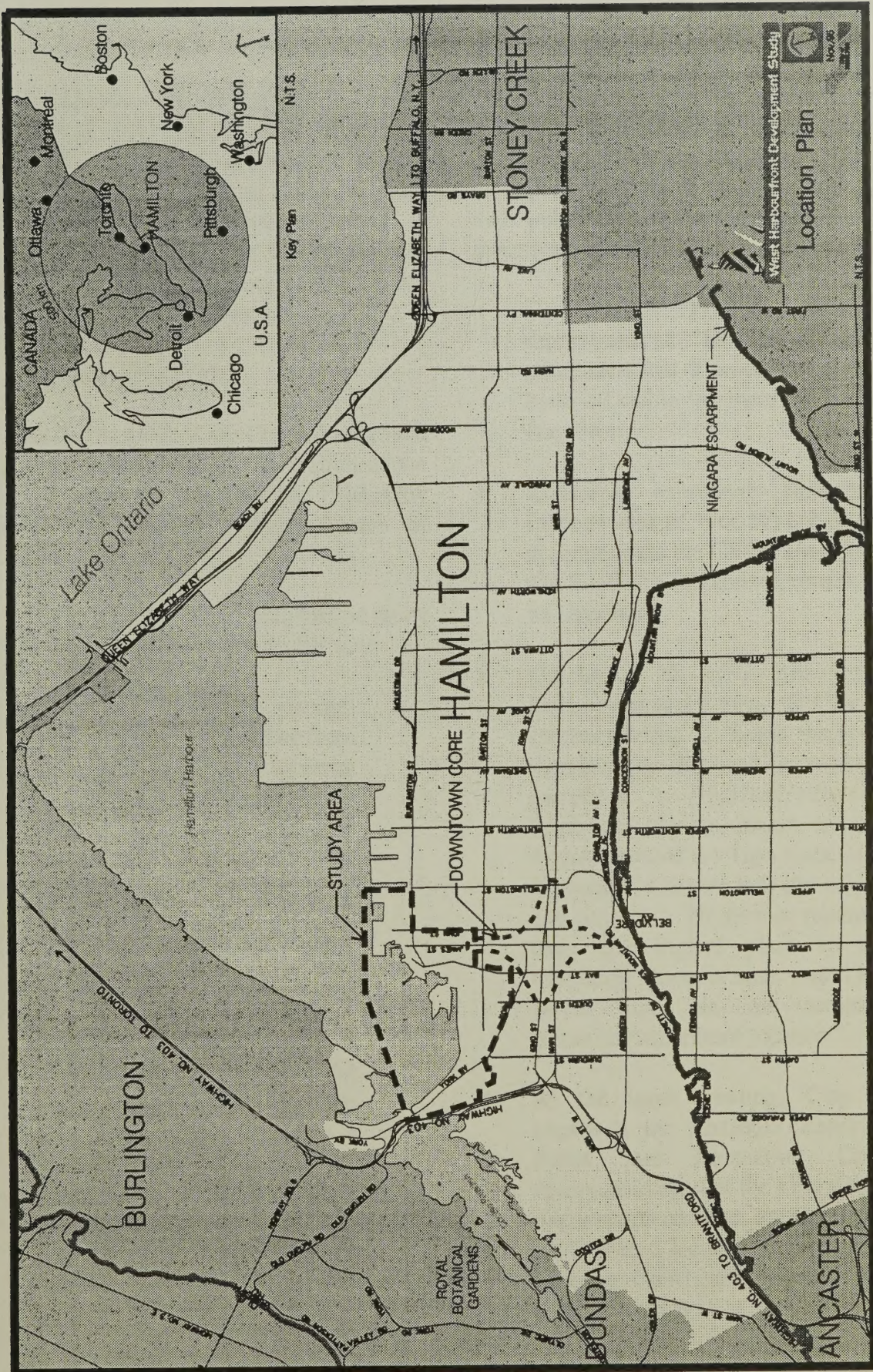


Figure 1: Location Plan

Parks and Recreation Committee and Steering Committee approved recommendation reports, background studies, information sheets, letters, and minutes of Steering Committee and Technical Advisory Committee meetings, is not included with this report, but is available from the Parks Development Office of the Department of Public Works and Traffic.

1.2 BACKGROUND

On January 26, 1993, City Council approved funding for the WHDS and formation of the Steering Committee. On May 25, 1993, City Council approved the WHDS Terms of Reference.

The original Mission Statement for the study from the Terms of Reference stated that:

The City of Hamilton, through the West Harbourfront Development Study Steering Committee, will undertake a comprehensive, multi-disciplinary study of the West Harbourfront Precinct to prepare development concept plans to guide the future development of this resource.

Recognizing that the study is unique and impacts upon the entire community of Hamilton, this study must integrate a broad range of issues and interests in a comprehensive process that is simple, efficient and fiscally responsible in nature.

The WHDS has its roots in many previous initiatives. These include a study for a multi-use sports complex and a number of initiatives to improve the water quality of the harbour and public access to its shores. These initiatives are briefly listed below:

- On January 9, 1991, the City produced a report entitled "Double-Vision" which concluded that it would be desirable to have a Double 'A' baseball franchise in Hamilton.
- Concerns expressed regarding the inadequacies of Ivor Wynne Stadium to accommodate the CFL's Hamilton Tiger Cat Football Club and to properly service its customers.
- On August 25, 1992, Alderman Terry Cooke presented a memo to City Council recommending to "begin the process of documenting the need for a new multi-purpose stadium/recreational facility/convention centre to meet the requirements of the Tiger Cats, Redbirds, Steelers and others into the next decade and beyond." He further recommended that "the logical place to start in examining potential sites would be in the North End on an under-utilized industrial/waterfront location".
- At the same meeting, City Council approved the Sixteenth Report of the Parks and Recreation Committee recommending that the City undertake a major sports complex site/market analysis study with a focus on the waterfront. A Steering Committee was established to direct the study.

-
- November 1992 - The RAP Stage 2 Main Report recommended 50 remedial actions dealing with improving the quality of water. Recommendation No. 3 states:

"That municipalities and other authorities develop a shoreline management strategy whereby they acquire and develop land for public use, use existing lands under their control, and identify new sites as they become available, in order to provide substantially more physical access to the shore of the Harbour."
(RAP November 1992, pg. 145)

- At the December 18, 1992 meeting, City Council and the Sports Complex Steering Committee were in receipt of a presentation by the Manager of Parks, which focused on the advantages of amending the scope of the sports complex study. Consistent with this presentation, the Steering Committee endorsed the amendment of the study to be a WHDS with a multi-use sports complex study as a component.
- On August 20, 1993 the former Lax Property was opened as a public park. It was unofficially named Harbourfront Park. Simultaneously, the City developed Pier 4 Park, which was officially opened on July 23, 1993.

1.3 STUDY AREA BOUNDARIES

The WHDS precinct lies within the area located on the south shore of the west end of

Hamilton Harbour, within the City of Hamilton, Ontario, at the western end of Lake Ontario (see Drawing No. 1). The area is generally defined by a combination of cultural and physiographic features, notably the shoreline from the Desjardins Canal at the T. B. McQuesten Bridge (High Level Bridge) easterly to the HMCS Star property. The eastern boundary is Eastwood Park and Ferguson Ave. N. from the harbour to Burlington St. E. The boundary follows Burlington St. E. to John St. N., south on John St. N. to Murray St., west on Murray St. to Bay St. N., south on Bay St. N. to Cannon St. W., then west along Cannon St. W. to York Blvd., then follows York Blvd. back to the High Level Bridge and the Desjardins Canal. The study area also included the shoreland along the eastern side of Cootes Paradise between the Desjardins Canal and Chedoke Creek.

The present landscape consists of a number of poorly linked cultural units within two broadly recognizable areas; the harbourfront and the urban back lands to the south. The shoreline has three distinct areas: notably, a parcel of recreational areas flanked by commercial piers and a major railway corridor. The back lands consist of parts of three neighbourhoods, the North End, Strathcona and Central. Interspersed within the residential neighbourhoods are commercial and former industrial lands, the railway corridor, parks, and various institutional buildings such as the HMCS Star military base, and the Custom House. (*West Harbourfront Heritage Study*, p. 2-2). A detailed analysis of the study area is included in Chapter 4 of this report.

1.4 STUDY AREA HISTORY

The study area encompasses the oldest inhabited area in Hamilton. Recent archaeological investigations have unearthed artifacts that confirm that Burlington Heights was the site of many settlements over the past 8000 years. Prior to settlements by Europeans, the area was inhabited by Woodland and Iroquoian Indians. Records show that Richard Beasley was among the first settlers in the western section of the West Harbourfront Precinct arriving around 1785. He erected a log cabin and constructed a wharf from which he traded to newcomers and would-be settlers. By the turn of the century, he had built a brick house on Burlington Heights. The foundation from this house was later incorporated into Dundurn Castle.

During the War of 1812, Burlington Heights was the base of British forces who had fortified the area and built a number of barracks and supporting buildings. While there was little military action at this site, it did provide a base from which Sir John Harvey led his contingent of 700 troops to attack an unsuspecting American troop force of 3000 at Stoney Creek. The Battle of Stoney

Creek, June 5, 1813, was one of the decisive battles of the war.

In 1815, George Hamilton and Nathaniel Hughson laid out a townsite in the vicinity of King St. and James St. with roads leading north to the harbour and the site of several wharves. The opening of the Burlington Canal in 1827, enabled steam powered boats to enter the harbour. Hamilton soon became the focus of industrial and commercial activity in the 1830s to 1850s. By 1840, the Port of Hamilton was well established and active. The arrival of the Great Western Railway in 1854 contributed to the growth of the city.

The West Harbourfront Precinct is rich in local history. While many of the older buildings have been demolished, there are vestiges of Hamilton's heritage throughout the precinct. As part of the WHDS, the consulting firm of Unterman McPhail Cuming Associates was retained to study the heritage of the precinct. A comprehensive history of the study area including a list of notable surviving buildings and structures is included in their final report titled *The West Harbourfront Heritage Study*, February 1995.





Study Process

Chapter 2

Chapter 2

STUDY PROCESS

2.1 METHODOLOGY

2.1.1 Overview

In order for the WHDS to be truly comprehensive and to achieve the desired end product, the study process has involved the participation, perspectives, and co-operation of numerous public and private agencies, as well as the general public. An effective public participation process was implemented to ensure everyone had an opportunity to learn of the study and to express their concerns.

The WHDS had a clearly defined mission statement and three goals. These were articulated in the Terms of Reference (see Appendix A) for the study, which also included a set of study principles, an organizational and reporting structure, and the major tasks to be completed. The Terms of Reference were approved by City Council on May 25, 1993 before the study began.

From the outset, it was recognized that the number of civic and regional departments, sub-committees of Council, and public and private interest groups having the skills,

interests, and jurisdictions concerning the many facets of the study would be very large. The co-ordination, integration, monitoring, and follow-through on related tasks was the most formidable aspect of the overall study. A Steering Committee and supporting Technical Advisory Committee were formed to ensure the ongoing direction and commitment needed to complete the project.

2.1.2 Organizational and Reporting Structure

Figure No. 2 illustrates the organizational structure for the study. The WHDS Steering Committee is a sub-committee of the Parks and Recreation Committee, which is a standing committee of City Council. The Steering Committee co-ordinated the study.

The Technical Advisory Committee directed the undertaking of various technical studies and reported to the Steering Committee for direction and approvals. Input was sought

from the many stakeholder groups participating in the overall study process. This included public organizations, special interest groups, and the general public. Once items and recommendations were approved at the Steering Committee level, recommendations were made to the Parks and Recreation Committee and City Council for their approvals.

2.1.3 Representation on Committees

The WHDS Steering Committee was initially comprised of five elected officials, one member of the Hamilton Harbour Commissioners, three community business representatives, and four citizen representatives. Midway through the study, two additional aldermen were named to the Committee along with the President of the T.B. McQuesten Multicultural Gardens Steering Committee. Representation from the business and community sectors was solicited through the City Clerk's advertising and interview process.

The Technical Advisory Committee, comprised of representatives from civic and regional departments, sub-committees of Council, and 30 public and private stakeholder groups, acted in an advisory and reporting capacity to the Steering Committee. The staff composition of the Technical Advisory Committee was largely management-level representatives from the major civic and regional departments actively participating in the study. This Committee directed the undertaking of the various technical studies required to complete the study mandate.

The stakeholder groups comprised of public organizations and special interest groups

provided services 'in kind' as volunteer members. They were asked to appoint a designate to attend the Technical Advisory Committee meetings to receive information and provide input throughout the process. Each group was provided with the opportunity to make a presentation on their perceived role within the context of the study.

The Steering and Technical Advisory Committees and stakeholder organizations were involved with the vision game and design workshops, public meetings, and compilation of data for the final report. A complete list of representatives is provided in the Acknowledgments.

2.2 VISION GAME

An important first step in the WHDS was to bring together the WHDS Steering and Technical Advisory Committee members, stakeholder group representatives, and staff to participate in the "vision game".

The objective of the exercise held on March 30, 1994 was to stimulate instantaneous feelings, reactions, and thoughts based on key words relating to issues and objectives for the development of a vision for the West Harbourfront Precinct.

From the vision game group summaries, 10 strategies that best described the focus of planning and development for the West Harbourfront Precinct were developed:

- 1) Develop Tourism on Many Levels
- 2) Accessible to Everyone by all Forms of Transportation

Study Team Organization

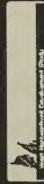
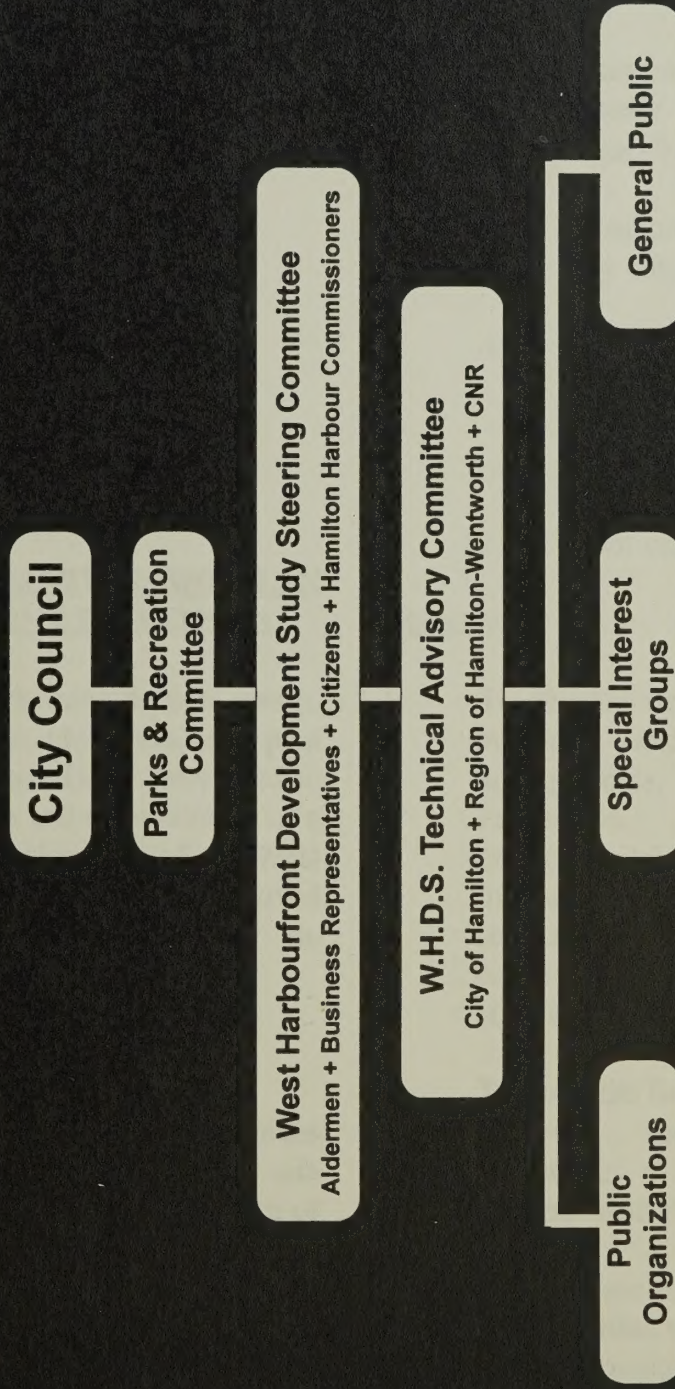


Figure 2: Study Team Organization

- | | |
|--|--|
| 3) Maintain Balance/Emphasize the Unique | a) enhance opportunities in Hamilton for tourism, recreation and commerce, |
| 4) Natural Environment | b) maximize universal public access to, and use of the waterfront, |
| 5) View the Whole Harbour | c) promote the positive image of the City of Hamilton, and |
| 6) Fully Integrated Development | d) encourage and facilitate formation of partnerships with the private sector and senior levels of government in conformity with Hamilton's own vision for the Precinct. |
| 7) Social Environment | |
| 8) World-Class Facility | |
| 9) International Partnerships | |
| 10) Self-Sustaining | |

2.3 GOALS, OBJECTIVES, AND PLAN DEVELOPMENT PRINCIPLES

Objectives

The next step in the planning process was to develop a set of goals, objectives, and plan development principles. These were used to guide the study process and the evolution of a concept plan for redevelopment of the West Harbourfront Precinct. They were approved by the WHDS Steering Committee on December 5, 1994.

Goals

1. To prepare detailed development plans for the Harbourfront Park site recognizing the special significance of this place, within the context of the City of Hamilton, that meet the expressed needs of this community.
2. To prepare development guidelines and conceptual plans for the integrated redevelopment of the West Harbourfront Precinct in order to:

1. To develop strategies, including joint ventures and other partnership arrangements, to provide tourism, recreation, economic and environmental benefits compatible with the needs of this community, while reflecting human and natural environmental enhancements within the context of sustainable development.
2. To study the feasibility of developing a multi-use sports complex/feature attraction, within the West Harbourfront Precinct.
3. To integrate future developments and be compatible with adjacent residential neighbourhoods and the community at large.
4. To develop strategies to promote and encourage land use conversions to uses

compatible with the development plan.

5. To identify and establish links with the existing central business district of the City and ensure new development is compatible.
6. To increase public access to the waterfront by bicycle, walking, public transit and car.

Plan Development Principles

1. The plan preparation process should follow the directions of the Region's adopted VISION 2020 policy with regard to sustainable development with consideration for economic, environmental and social impacts.
2. The plan preparation process should recognize the industrial, commercial, residential, historical, and environmental attributes of the Precinct.
3. The plan preparation process should encourage the establishment of partnerships to facilitate the successful implementation of the plan.
4. The plan preparation process shall encourage Downtown Business Associations to introduce marketing schemes and other programs geared to drawing tourists and citizens from the West Harbourfront Precinct.
5. The plan preparation process should include a transportation system that provides the smooth ingress and egress in the West Harbourfront Precinct,

linkages with adjacent areas of the community, and sufficient support facilities in the form of parking and traffic control, reducing the dependence on single occupancy motor vehicles and focus on alternative modes, such as walking, cycling, public transit and ride sharing. In addition, the plan recognizes that there will be continuous main rail traffic through the study area in the future.

6. Through the provision of such amenities and design features as comfort stations, signage, pedestrian/bicycle linkages and other modes of transport, the development plan should identify connections to downtown and other established commercial districts.
7. The plan preparation process should endeavour to identify and enhance significant environmental features in the West Harbourfront Precinct.
8. Public open space should be of such an area and design to meet the needs and requirements of present and future users and complement the adjacent downtown area.
9. The plan preparation process should encourage acquisition of lands on the water's edge for public use.
10. The West Harbourfront Precinct should be a fully integrated, all season development providing a diversity of uses, buildings and experiences that include quality community amenities and tourist attractions.

-
11. The plan preparation process should be prepared and implemented through public consultation and input.

2.4 DESIGN WORKSHOPS

Following on the vision game, many of the same participants met again on April 20, 1995 in a workshop format to debate outstanding issues in five land use/subject areas and to arrive at a consensus on each. A format similar to the vision game was used. This was an important session as it provided direction for the preparation of the concept plan for the precinct.

An invitation to participate in the design workshops was extended to the WHDS Steering and Technical Advisory Committee members, stakeholder group representatives, and staff. Prior to the meeting, background information was forwarded to each group in the form of an issues paper that provided an introduction to and background on the topic, as well as the issues to be resolved. The following issues papers were prepared:

- Issue No. 3 - Multi-Use Sports Complex
- Issue No.4 - T.B. McQuesten Multicultural Gardens
- Issue No. 5 - Special Attractions
- Issue No. 6 - Shoreline Access and Treatment
- Issue No. 7 - Heritage Issues

The vision game and design workshops were very successful events allowing all members of the Steering and Technical Advisory Committees, stakeholder group representatives, and staff to express their views, engage in informal dialogue on many issues, and help shape the vision for the West Harbourfront Precinct. The final concept plan

represents the collective wisdom and involvement of all participants.

The design workshops provided resolutions to key questions, enabling staff to proceed with the preparation of a draft concept plan, which was presented to and received by City Council on June 27, 1995. At this time, staff was directed to represent the project for public and stakeholder consideration in a series of meetings held in July to November, 1995.

2.5 PUBLIC INVOLVEMENT PROCESS

2.5.1 Public Participation

With the representation of business and citizen appointees on the Steering Committee and stakeholder group involvement through the Technical Advisory Committee, public involvement has been ongoing throughout the study process. The general public was involved through a public outreach programme.

Early on in the process, a consulting firm, IER•Planning, Research and Management, was retained to develop, implement, and facilitate an effective public awareness campaign to ensure that the public was aware of the WHDS and had the opportunity to contribute to the study process in a meaningful and timely fashion. Workshops, public meetings, newsletters, and news releases were a continual part of the study.

2.5.2 Public Meetings - February 1995

In February 1995, three public meetings were conducted to introduce the WHDS to the public at large. Interested citizens were given

the opportunity to be on the study's mailing list.

2.5.3 Public Meetings - July to November 1995

At its meeting of June 27, 1995, City Council approved Section 14 of the Fourteenth Report of the Parks and Recreation Committee as follows:

14. (a) That the concept plan for the WHDS involving relocation of the CN marshalling yard "WHDS Interim Report" as outlined in Appendix "A" attached hereto be received; and,
- (b) That staff be directed to arrange and attend a minimum of two public meetings to present the concept plan and receive input on the proposal and to obtain input from stakeholder groups including Burlington City Council and Region of Halton; and,
- (c) That the Planning and Development Committee be requested to direct Planning staff to participate with the Department of Public Works and Traffic/Parks Division in the arranging and attendance of meetings required to represent the WHDS concept plan.

With direction from City Council, the Steering Committee scheduled three public meetings to receive input on the draft concept plan for the West Harbourfront Precinct. An invitation was extended to stakeholder groups and neighbouring municipalities to receive presentation on the WHDS.

The following list outlines the schedule of meetings where presentations were given on the draft concept plan.

WHDS Presentation Meeting Schedule

July 10, 1995 Downtown Hamilton B.I.A.

July 13 Public meeting at The Spectator

July 24 Public meeting at Sackville Hill Seniors' Centre

July 26 Ontario Arts Heritage

August 9 City of Burlington Community Development Committee

August 10 T. B. McQuesten Multicultural Gardens Steering Committee

August 16 Hamilton Region Conservation Authority

August 17 Public meeting at Bennetto Recreation Centre

August 18 David Crombie, Waterfront Regeneration Trust

August 25 Hamilton Harbour Commissioners

August 28 Hamilton Harbour Remedial Action Plan

August 29 CFMU Radio 93.3 FM (on-air interview)

August 30 Hamilton Chamber of Commerce / Hamilton Construction Association

August 31	Metropolitan Hamilton Real Estate Board	October 02	City of Stoney Creek
September 5	Fish and Wildlife Restoration Project	October 11	Stelco Property Management
September 6	Hamilton Historical Board, LACAC, CAPIC, Arts Advisory Committee, Hamilton-Scourge Society, Hamilton Military Museum Steering Committee, Hamilton Ships Company of 1812	October 11	Town of Flamborough, General Government Committee
September 12	Bay Area Implementation Team	October 12	Kirkendall - Strathcona Neighbourhood Association
September 13	Hamilton Naturalists' Club	October 17	Construction Association
September 15	Region of Hamilton-Wentworth and City of Hamilton Management Team meeting	October 18	Town of Dundas Physical Services Committee
September 19	Royal Botanical Gardens	November 6	Town of Ancaster Committee of the Whole
September 20	Hamilton Board of Education, Hamilton-Wentworth Roman Catholic Separate School Board	Note:	Staff made a formal request to the Region of Halton to make presentation to their Committee of the Whole and are presently awaiting confirmation of a date.
September 20	Township of Glanbrook Administration Committee	<u>2.6 CONCLUSION</u>	
September 21	Major industrial landowners in precinct		Throughout the study a great effort has been made to involve civic and regional departments, stakeholders and the public in the planning process. The workshops, public meetings and special presentations allowed everyone an opportunity to help generate the vision for the West Harbourfront Precinct and to comment on the concept plans.
September 26	Hamilton Business Club		





Chapter 3

Impacting Initiatives

Chapter 3

IMPACTING INITIATIVES

3.1 OVERVIEW

Hamilton Harbour and the West Harbourfront Precinct have been the subject of many initiatives to improve water quality, increase access to and recreation on the harbour, protect our heritage and environmental resources, stimulate the economy, and provide for our long-term transportation needs. Many of these initiatives, such as The Official Plan, the Renaissance Project, Remedial Action Plan, and Vision 2020: The Sustainable Region, are policy documents and action plans. Other initiatives, such as the creation of Pier 4 Park and Bayfront Park, Harbour West Marina Complex, and the Hamilton Perimeter Road are specific projects within the West Harbourfront Precinct.

The WHDS was born as a result of many initiatives and has become an extension of these earlier works. The WHDS and the concept plan, described later in Chapter 7, embody many of the policies, strategies, principles, and plans of these other initiatives. The recommended vision and concept plan provide a graphic representation on how these many initiatives may influence the

redevelopment of the West Harbourfront Precinct. In this chapter, the major impacting initiatives are summarized to establish the foundation of the concept plan.

3.2 CITY INITIATIVES

3.2.1 City of Hamilton Official Plan

The Official Plan for the City of Hamilton is a comprehensive guide to co-ordinate public and private actions by defining future relationships among land uses and municipal services. (*Official Plan, December 1994, page xxiii*). The Official Plan, as it affects the study area, is described in more detail in Chapter 4.

3.2.2 Central Area Plan - Official Plan Amendment No. 66

The Central Area is that portion of the City bounded by the Bay, Queen St., the top of the Niagara Escarpment, and Victoria Ave. The purpose of the Central Area is to provide a guide for the development of the Central Area

of the City of Hamilton from the present into the next century.

The plan stresses the importance of a healthy, vibrant, well-designed, human-scale environment to the economic well-being of the Central Area. Policies are aimed at building on the Central Area's existing attributes, creating an environment conducive to investment, regeneration, and growth, and maximizing the benefits of co-ordinated long-range planning and implementation in the Central Area.

The plan includes many statements and policies that have influenced the WHDS.

The Central Area Plan states that development in this area will be subject to the following policies.

- i) In addition to the permitted uses for Open Space set out in Subsection A.2.4, primary permitted uses in Special Policy Area Five will be for park and open space purposes. Limited commercial and ancillary uses which are compatible will also be permitted, so that the area evolves as an attraction and showpiece for the City and Region.
- ii) As a prime recreational area in the City and Region, park and recreational development of the waterfront will be given high priority.
- iii) The design of facilities in the waterfront area will take maximum advantage of the setting in order to benefit the residents of the City. In this regard, height of buildings and facilities will ensure that the views and vista from/of the shoreline are protected and enhanced.

- iv) Future land uses and activities in the waterfront area will be determined through consideration of the appropriate planning documents, such as the Waterfront Master Plan and approved Neighbourhood Plans.
- v) The waterfront area should be accessible from all areas of the City, particularly through strong, readily identifiable pedestrian and vehicular links to the Downtown Core.
- vi) Pedestrian links between the waterfront area and the downtown will be planned, designed and developed as a priority to maximize the mutual advantages of each area to the other.
- vii) The waterfront area will be linked to areas to the west by means of pedestrian and bicycle paths.
- viii) The provision of efficient, safe, easily identified access to the waterfront area and the actual shoreline from east, west and south will be a priority.
- ix) The waterfront will be visually accessible from as much of the surrounding area as possible.
- x) All development proposals will require the submission of a site Plan which will indicate the height, bulk and shape of structures, and Open Spaces on-site; the alignment of vehicular and pedestrian pathway circulation systems; and any landscaping treatment that may be required to enhance the general appearance of the development;

- xi) Council will regulate building heights within this area as may be necessary to protect existing views of Hamilton Harbour from adjacent residential properties; and,
- xii) It is recognized that certain portions of this Special Policy Area are used for shipping and navigation purposes by the Hamilton Harbour Commissioners. As, if and when these lands are no longer required for shipping and navigation purposes by the Hamilton Harbour Commissioners, they should be developed in accordance with the policies of this Plan. (*Central Area Plan, pgs. 8-9*).

3.2.3 Pier 4 Park Development

Pier 4 Park is a 2.8 ha. (7 acre) site that was developed in 1993. The park features the reclaimed Bay Port tugboat as the centrepiece of an interactive water play area, a curved pier with pavilion, natural shoreline, landscaping, and extensive trail linkages to the surrounding community. An historic building, circa 1870, was relocated in the park and renovated to provide public washrooms and meeting rooms. The park contains many fully accessible amenities, such as benches, picnic tables, drinking fountains, lighting, and on-site parking.

Funding for the park was provided by the City of Hamilton, Ontario Ministry of Tourism and Recreation, Ontario Ministry of Municipal Affairs, and the Fish and Wildlife Restoration Project. The tugboat, building, creative play structure and armour stone were possible with donations from the community.

3.2.4 Remediation of Bayfront Park

In 1984, the City acquired the former Lax Property for development into a major waterfront park. The property was previously a water lot that was filled with a variety of fill materials, including some wastes originating from the steel making process. In 1992-1993, the site was remediated with the financial assistance of the Ontario Ministry of the Environment and Energy, the City of Hamilton, and the Fish and Wildlife Restoration Project. This 19 ha. (47acre) site opened as Harbourfront Park on August 20, 1993. The park was officially named Bayfront Park on August 29, 1995.

The remediation of the site has provided residents with a passive park that features large open grass areas, a sandy beach and a six metre (20 foot) wide paved walkway around the perimeter of the peninsula. Since opening, Bayfront Park has been well used by residents and is the site of many festivals and special events. One of the goals of the WHDS was to prepare a concept plan for Bayfront Park that included additional features that are required. This concept plan is described in Chapter 8.

3.2.5 Ferguson Avenue Revitalization Project

The Ferguson Avenue Revitalization Project is the implementation of the master plan to upgrade Ferguson Ave. The goal is to create a green, landscaped, pedestrian-oriented corridor that recognizes the diversity of the individual neighbourhoods, improves and links these neighbourhoods, and connects the harbour to the Niagara Escarpment, known locally as "the mountain". One key element of the plan is the creation of a bicycle/pedestrian

network along the corridor.

3.2.6 Dundurn Castle Restoration

The exterior facades of Dundurn Castle on its southern side are currently being restored. The northern facades were restored in 1994. Future plans include restoration of the gardener's cottage and the landscape in Dundurn Park to the 1855-1860 period that is being interpreted at the Castle.

3.2.7 Special Attractions

The City has a number of unique projects in the planning stages that will provide residents with numerous benefits and the potential to attract a significant number of tourists to the City. These projects include the T. B. McQuesten Multicultural Gardens, the Hamilton and Scourge Project (historic 1812 warships), the Crystal Palace, and Children's Museum.

3.3 COMMUNITY, REGIONAL, PROVINCIAL, AND FEDERAL INITIATIVES

3.3.1 Official Plan for the Region of Hamilton-Wentworth

The Region of Hamilton-Wentworth is committed to the concept and creation of a "Sustainable Region", the basis of which was founded through a process that was initiated in 1990 by the establishment of the "Regional Chairman's Task Force on Sustainable Development". The report of the task force is titled Vision 2020. Vision 2020 challenges government, citizens, business, and community groups to think about how their actions can move us towards a more

sustainable future. The vision is supported by strategic directions which will guide an ongoing process. The Regional Official Plan is a key instrument in the implementation of these directions and, thus, in the physical creation of a sustainable region.

3.3.2 Vision 2020: The Sustainable Region *(Region of Hamilton-Wentworth)*

Vision 2020 describes our community in the year 2020, if the decisions affecting our community follow the principles of sustainable development. The report describes a community that includes a system of connected and protected natural areas, swimming where it is currently banned, a new transportation system, a different form to the urban area, a diversified and environmentally friendly economy, community participation in decision making, a strong local agricultural sector, and many other changes.

Vision 2020 was prepared by the **Chairman's Task Force on Sustainable Development** after a 2 1/2-year consultation process involving over 1,000 citizens. The vision statement is a presentation of our values and hopes for the future of Hamilton-Wentworth. Presented in February 1993 by the citizens of Hamilton-Wentworth, Vision 2020: The Sustainable Region was unanimously adopted by Regional Council as a guide to all regional decision making.

(On the Trail to Vision 2020, Jan. 1995)

3.3.3 The Renaissance Project *(Region of Hamilton-Wentworth)*

Initiated in the spring of 1993 by the Regional Chairman, this group was asked to identify a detailed plan of action for revitalization of the

Hamilton-Wentworth economy. Over 100 people were directly involved in the development of the plan, with funding provided by the Ontario Ministry of Municipal Affairs. On November 1, 1994, Regional Council adopted the final report of the Renaissance Project as its strategic plan for the Economic Development Department.

The Renaissance report provides some very detailed plans of action for implementing the general directions of Vision 2020 in the areas of economic development, job creation, and job training. The goals of the Renaissance Project are to create societal wealth to create jobs or other meaningful means of livelihood and to incorporate sustainable development principles in community economic development activities.

(On the Trail to Vision 2020, Jan. 1995)

The Renaissance Project identifies a number of goals, strategies, and actions, of which two have particular relevance to the WHDS. One strategy is to diversify and increase tourism to the region. Another strategy is to change and promote a better image of the City of Hamilton.

3.3.4 Remedial Action Plan for Hamilton Harbour

(The Bay Area Implementation Team and The Bay Area Restoration Council)

The Remedial Action Plan for Hamilton Harbour is a plan to improve water quality and habitat in Hamilton Harbour and Cootes Paradise, to re-establish a healthy aquatic ecosystem, and to improve the potential for more extensive recreational uses while maintaining the harbour's essential economic function. The Remedial Action Plan includes

50 recommendations. The following recommendations have particular relevance to the WHDS:

Recommendation #3

That municipalities and other authorities develop a shoreline management strategy whereby they acquire and develop land for public use, use existing lands under their control, and identify new sites as they become available, in order to provide substantially more physical access to the shores of the Harbour.

Recommendation #12

That island structures be created at several locations offshore for various purposes such as the creation of lagoon habitats for fish and waterfowl, the provision of nesting and loafing habitats for colonial birds, increasing the amount of "sloping edge", the prevention of erosion of the shore and resuspension of bottom sediments, and where possible facilitate access, provide linkages to other green spaces along the Harbour, and improve aesthetics.

Recommendation #24

That marsh boardwalks and wildlife viewing platforms be created on Cootes Paradise marsh and in certain strategic Harbour locations, provide access, and opportunities for wetland appreciation and education of the surrounding area.

Recommendation #35

That all owners, agencies, and governments having jurisdiction to plan and/or implement

plans within the watershed, incorporate, in a co-operative and co-ordinated manner - within their respective plans, policies, programs and regulations - the relevant principles, goals and objectives for the Harbour, abutting properties and the watershed area as set out in this Hamilton Harbour Remedial Action Plan, in addition to specific recommendations which may be set out elsewhere in the plan. Without detracting from the generality of the foregoing, the following matters specifically should be addressed:

- meet the loading targets and water quality standards for the Harbour;
- shoreline management encouraging natural vegetative cover;
- habitat management for fish and wildlife within and adjacent to the Harbour;
- physical access to the Harbour by wildlife and people;
- visual access to the Harbour from the surrounding land area; and,
- visual, aesthetic and experiential quality of the Harbour and environs.

And further, as a long term objective and outcome to this process, to establish a single planning document which consolidates the accomplishments of the stated objectives for the Harbour and its watershed.

(Action Plan for Hamilton Harbour, Volume 2 - Main Report, Nov. 1992, title page,

pgs.145, 146, 148 and 150)

3.3.5 Hamilton Perimeter Road *(Region of Hamilton-Wentworth)*

The proposed Perimeter Rd. is a four-lane, divided, limited access urban roadway that will provide a connection between the Bayfront Industrial Area (Burlington St. E. at Victoria Ave.) and Highway 403. In 1990, Regional Council approved its alignment in principle. The recently issued draft report of the Regional Transportation Review proposes a staged approach to construction, subject to available funding.

3.3.6 Bicycle Network Master Plan *(Region of Hamilton-Wentworth)*

The Region has developed a Bicycle Network Master Plan that includes a five-year implementation schedule for facility construction and public relations/education programs. Locke St. and Ferguson Ave. have been designated as collector-distributor routes to east-west feeder routes.

3.3.7 Towards a Regional Greenlands System *(Region of Hamilton-Wentworth)*

Initiated in 1993, this project begins to implement the Vision 2020 direction that there be a system of connected and protected natural areas threading its way through the entire Region. The Region has initiated discussions with other groups, such as the conservation authorities, area municipalities, and landowners to develop a plan of action for creating the desired system.

3.3.8 Waterfront Regeneration Trust *(Ontario Ministry of Municipal Affairs)*

The Waterfront Regeneration Trust is a Schedule II Provincial Crown Corporation with the mandate to:

establish a waterfront trail from Burlington Bay to the Trent River;

co-ordinate programs and policies of the Government of Ontario and its agencies relating to waterfront lands;

advise the Province on all matters relating to the use, disposition, conservation, protection, and regeneration of waterfront lands;

serve as a resource centre and information clearing-house for policies of the Government of Ontario relating to waterfront lands; and

consult with the public to determine the public interest in the environmental integrity of waterfront lands.

The Waterfront Regeneration Trust succeeded the Royal Commission on the Future of the Toronto Waterfront. The final report of this Royal Commission is entitled *Regeneration: Toronto's Waterfront and the Sustainable City* (1992)

3.3.9 Lake Ontario Greenways Strategy *(Waterfront Regeneration Trust)*

The Lake Ontario Greenway Strategy is about protecting and restoring those elements of the waterfront that we jointly value: ecological health, a sense of community and economic

vitality. Fifty years from now, we will value the waterfront even more than now, and that sense of value will give us the continued commitment to work together to ensure that the waterfront is clean, green, accessible, open, connected, useable, attractive, affordable and diverse. This strategy builds on the foundation established by the Royal Commission on the Future of the Toronto Waterfront.

(Lake Ontario Greenway Strategy, Jan. 1995)

3.3.10 Fish and Wildlife Habitat Restoration Project

(Fish and Wildlife Restoration Committee for Hamilton Harbour and Cootes Paradise reporting to BARC)

The concept plan for Fish and Wildlife Habitat Restoration for Hamilton Harbour and Cootes Paradise is a proposal that has been identified as part of the Remedial Action Plan for Hamilton Harbour (RAP). The Hamilton Harbour RAP is intended to be an ecosystem-based blueprint for the restoration of water quality and beneficial uses. Two goals identified in the RAP address the issue of fish and wildlife.

In December 1991, the Fish and Wildlife Habitat Restoration Steering Committee prepared a concept summary report describing eight initiatives for restoring fish and wildlife habitat in Hamilton Harbour and Cootes Paradise. One of these initiatives focuses on the 2.1 km (1.3 mi.) southwest shoreline between Bayfront Park and the Desjardins Canal which represents 14 percent of the total shoreline in Hamilton Harbour.

This project proposes to establish littoral embayments along the south shore by building

groynes and islands in the 2-3m (6.5 - 9.8 ft.) depth. As along the north shore, the islands will promote plant growth on the lee shore and provide loafing habitat for colonial-nesting birds and access to the waterfront in a site where access is restricted by the railway. A fishing platform is also proposed for this site. The placement of islands will depend upon the extent of partner support. An interpretive centre could be accommodated in existing facilities at Pier 4 Park. (Fish and Wildlife Habitat Restoration, Concept Summary, December 1991, pg. 42 and Preliminary Scoping and Consultation, July 1992 pg. 1)

3.3.11 Harbour West Marina Complex *(Hamilton Harbour Commissioners)*

Assuming a lead role in the future development of recreational boating in Hamilton Harbour in 1990, the Hamilton Harbour Commissioners announced the investment of more than 3 million dollars in a new waterfront development. Located between Piers 4 and 8, the marina offers fully serviced slips for 385 boats and off-shore mooring for 145 boats. The development has included the creation of Hamiltonian Pier (a landscaped public breakwall off of Pier 4 Park), a new sailing school facility on Pier 8, and property improvements.

3.4.12 Canadian National Railway Station / Privatization *(CN & Government of Canada)*

In May 1992, the CN Station on James Street North was closed and offered for sale. This action caused concern about the future use of this heritage landmark building. The recent decision by the federal government to privatize

CN raised questions about CN's operations in Hamilton, particularly about the future of the Stuart St. marshalling yard and other land holdings. These actions presented an opportunity to reclaim some or all of the harbourfront property to improve public access to the harbour and to encourage other types of non-industrial developments on these lands, hence the WHDS.

3.4 OTHER INITIATIVES

3.4.1 Special Event Proponents

Many special events are taking place at Bayfront Park, Pier 4 Park, and other sites on the waterfront, which attract residents and tourists to the harbour. These events include Aquafest, the Canada Day Celebration, and many ethnic festivals. The number of events has been increasing each year and these sites will continue to be popular venues in the future.

3.4.2 Ontario Workers' Arts and Heritage Centre

(Ontario Workers' Arts and Heritage Centre Board)

Housed in the historic Custom House (1860) on Stuart Street, this facility will showcase workers' history and culture. This is a private initiative with funding from the City of Hamilton and the Province of Ontario. The centre is scheduled to be opened on Labour Day 1996.

This Centre will become another resident and tourist attraction in the West Harbourfront Precinct and a feature on the Stuart St. connection to the CN Station.

3.5 SUMMARY

The WHDS is another proactive City initiative to generate a vision and identify the development potential for the West Harbourfront Precinct. As a comprehensive study, all of these forenamed initiatives were reviewed to identify the policies, principles and strategies that have an effect on the study area. The WHDS in effect is an extension of these initiatives.

The WHDS concept plan that is described in Chapter 7 is a redevelopment scenario that incorporates other projects in the precinct and provides a graphic representation of how the lands in the precinct could be managed and redeveloped within the context of existing policies and action plans. This vision illustrates the importance of relocating the CN marshalling yard.





Site Assessment

Chapter 4

Chapter 4

SITE ASSESSMENT

4.1 URBAN CONTEXT

The West Harbourfront Precinct study area is situated within the northwest area of Hamilton along the southern shore of Hamilton Harbour near the downtown core (see Drawing No. 1). This area comprises a diverse and contrasting arrangement of landscapes, urban developments, waterfront uses, and industrial activities. Encompassing approximately 283 hectares (700 acres) of land, the study area spans seven different neighbourhoods and includes a shoreline over 7 km (4.35 mi.) in length. The neighbourhoods included in the study area are Dundurn "B", Dundurn "C", and North End West in their entirety, and portions of Strathcona, Central, North End East, and Beasley. Figure 3 illustrates the study area and neighbourhoods of Hamilton. Figures 4 and 5 are photographs of the West Harbourfront Precinct.

A heritage study by Unterman McPhail Cuming Associates was undertaken as a component of the WHDS and identifies five major cultural landscape units within the study area. The units are illustrated in Drawing No. 7 and described as:

1. Northwest Entrance Area - the northwest entrance from the Desjardins Canal crossing to Dundurn St.N.;
2. Southern Residential Area - residential area generally south of Tecumseh, Barton, Bay, and Murray Sts.;
3. Industrial Area - the industrial rail lands north of Barton, Tiffany, and Stuart Sts.;
4. Northern Residential Area - the residential area north of Strachan St.;
5. Harbour Shoreline Area - the Hamilton Harbour shoreline.

The northwest entrance to Hamilton is marked by the T. B. McQuesten High Level Bridge and the sweeping route of York Blvd. with its open, park-like character. Its elevated position at the top of Burlington Heights provides panoramic views to the harbour and the Burlington Skyway Bridge. The western boundary is Cootes Paradise, a conservation

area of the Royal Botanical Gardens (RBG). The views to the west into the Dundas Valley are spectacular.

In contrast, two major residential areas are distinguished by narrow streetscapes and modest housing that give a distinct sense of comfortable enclosure. These are areas that have changed and evolved over the past 140 years with little disruption to their historic fabric and structure. There are few major views of the harbour.

The industrial rail lands and the harbour shoreline are areas of substantial and continuing change. Historic lake filling, creation and later demolition of the railway station, workshops, and foundries, together with construction and then loss of the complex of wharves, have resulted in the transformation of an industrial, gritty, cultural landscape, to shoreline parks and marina landscapes providing leisure and recreational opportunities. Large areas of industrial lands are now vacant and derelict.

The study area is adjacent to the commercial heart of the Region of Hamilton-Wentworth. The southern corner of the study area at Bay St. N. and Cannon St. W. is one block from the downtown core and five blocks from City Hall. The CN station at the southeast corner of the study area is at the northern limit of the Jamesville commercial area.

This is the area of first settlement by Europeans in the eighteenth century, the site of military encampments during the war of 1812-1815, and the establishment of the old Port of Hamilton; it is also the oldest industrialized area in Hamilton. While many older industrial buildings have been

demolished, the historic tradition is evident today in the many architectural styles throughout the precinct and the diversity of land uses that characterize this area.

4.2 EXISTING CONDITIONS

During the WHDS, the existing conditions of the study area were researched, documented, and analyzed to identify the opportunities for and constraints to redevelopment of the West Harbourfront Precinct. This section provides a summary of the existing conditions; the opportunities and constraints are identified in section 4.3.

4.2.1 Natural Landscape

The predominant natural landscape areas in the West Harbourfront Precinct include the shoreline along Hamilton Harbour and Cootes Paradise below Burlington Heights, the vegetated bluffs below Harvey Park, Dundurn Park, Nichol St., and Bay St. N., and the recently created fish habitats along the shoreline of Bayfront Park and Pier 4 Park.

These natural areas are extremely important to our environment. The southwest shoreline of Hamilton Harbour has been identified by the Fish and Wildlife Restoration Project as an important spawning and nursery habitat for 14 species of fish. This is one of eight sites around the harbour that will be improved to encourage plant growth and provide habitats for fish and wildlife. Other initiatives by the Fish and Wildlife Restoration Project have been the construction of a carp barrier and fishway at the Desjardins Canal and proposed improvements to the eastern and northern shores of Cootes Paradise to help with the restoration of this ecologically significant

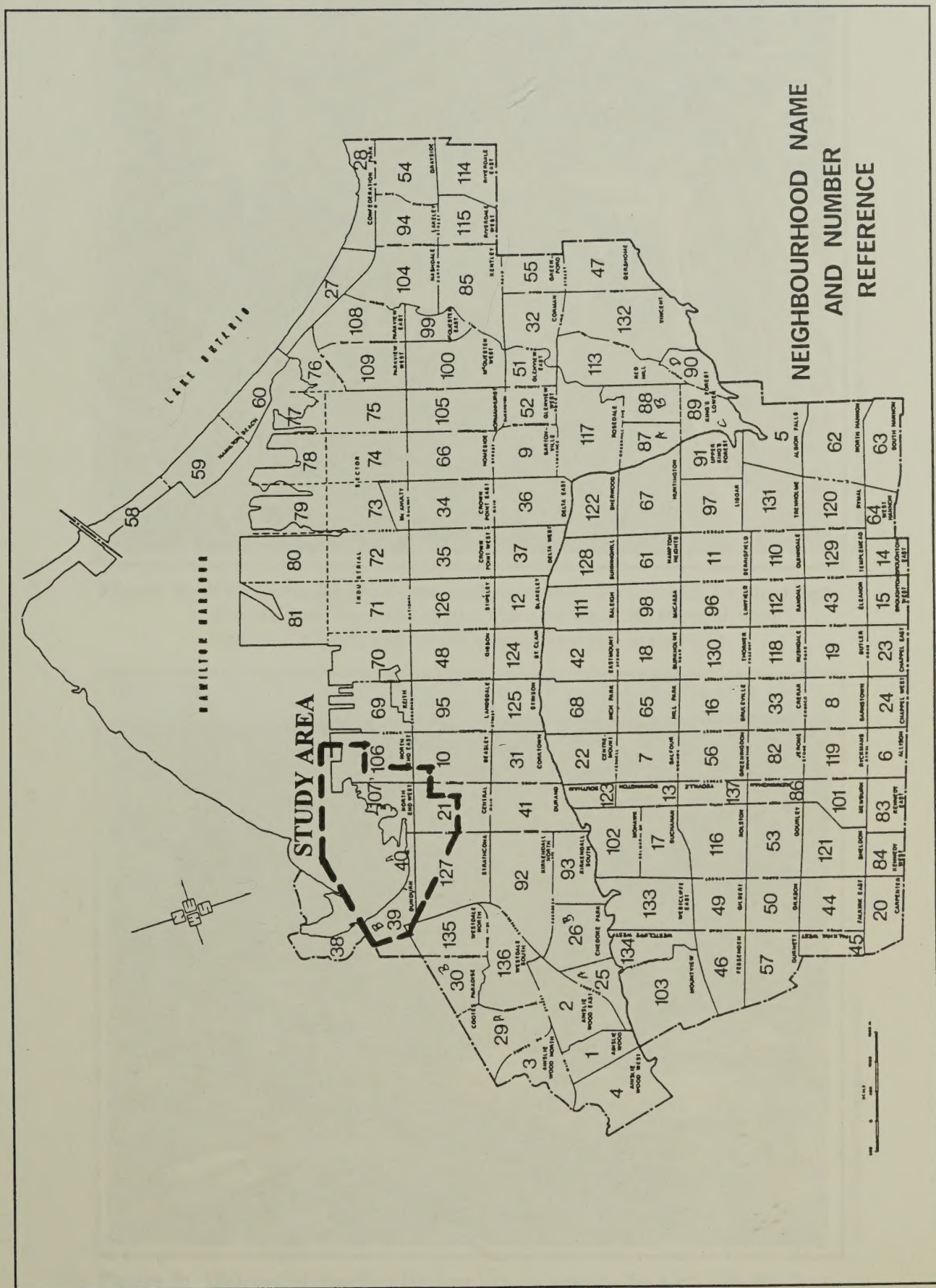


Figure 3: Neighbourhood Name and Number Reference Plan



(photo by Bochler Photographic Associates)

Figure 4: West Harbourfront Precinct looking towards the east with Bayfront Park and Macassa Bay in the centre, Pier 4 Park and the Harbour West Marina at the left, and the CN marshalling yard at the right.



(photo by Bochler Photographic Associates)

Figure 5: West end of Hamilton Harbour looking towards the north with Bayfront Park and the CN marshalling yard in the foreground and Macassa Bay at the right.

marshland and wildlife sanctuary.

During the remediation of Bayfront Park in 1992 and the development of Pier 4 Park in 1992, special attention was given to the design and installation of the shoreline to create fish and wildlife habitats, the first on the southwest shores of the harbour. Future plans call for the construction of a series of islands and shoreline improvements along Burlington Heights to the Desjardins Canal.

Members of the Hamilton Naturalists' Club undertook a field investigation of the western end of the study area to identify birds and plants in the area. No rare species of birds were observed in the vegetated bluffs; however, they reported that the linear strip provides a significant habitat for birds moving through the area. It is a regular travel way during spring and autumn migration when birds stage, or rest, prior to completing their long trips north to breeding grounds in the boreal forest and the Arctic and south to warmer wintering spots. Migrating waterfowl and shorebirds and the occasional bald eagle and osprey have been seen in this area.

No rare species of plants were found during the surveys conducted by the Hamilton Naturalists' Club, nor were they expected. Most of the West Harbourfront Precinct at present is the site of industrial activity associated with the railway. Vegetation that thrives in the area is hardy and indicative of species that do well in disturbed habitats.

The true value of the precinct lands can best be understood by considering the ecological context and not the content of the site. The lands are situated between Hamilton Harbour and Cootes Paradise at the mouth of

Grindstone Creek. A great deal of biological activity occurs in this area due to this confluence of ecological features and the fact that the only natural shoreline on the harbour lies along the west harbourfront shoreline and below Carroll's Point across from the site.

Fish habitat rehabilitation activities at Bayfront Park and at the mouth of Grindstone Creek, as part of the Fish and Wildlife Habitat Restoration Project, are already paying dividends, as evidenced by the large number of fish-eating birds in this part of the harbour. The RBG's Project Paradise will increase this level of activity many-fold as this large wetland is rehabilitated. It is the opinion of the Hamilton Naturalists' Club that the shore-water interface zone at this end of the harbour is extremely important ecologically. The vegetative slopes provide important wildlife habitats. Therefore, no changes are recommended for this area.

4.2.2 Topography

The overall form of the study area from an aerial perspective could be described as U-shaped, with Burlington Heights representing the western arm, the North End neighbourhoods representing the eastern arm, and the Central neighbourhood representing the link in the southern end. Burlington Heights (also known as Iroquois Beach Ridge) was formed during the retreat of the Wisconsin Laurentide Ice Sheet some 14,000 years Before Present when the area was covered by Lake Iroquois, a glacial lake in the Ontario Basin.

The top of Burlington Heights is a level plateau with an elevation of 105-110m (345-360 ft.) above sea level. Hamilton Harbour

has a mean water level of 74.4m (244 ft.) above sea level. Therefore, the top is approximately 25-30m (82-98 ft.) above the harbour. On each side, steep bluffs have slopes of 50-100%. The bluffs along the harbour side extend from Grindstone Creek to Queen St. N. At the toe of the slope on the harbour side, a relatively narrow plateau, triangular in shape, has an elevation of 80-85m (260-280 ft.) above sea level and is approximately 5.6-10.6m (18.35 ft.) above the harbour. This plateau is currently used by CN.

The top of Burlington Heights provides panoramic views of Hamilton Harbour and Cootes Paradise. This is also the location of some of the City's most significant cultural and historic features, most notably the T. B. McQuesten High Level Bridge, Hamilton Cemetery, Harvey Park, Dundurn Castle, and Dundurn Park. No changes are recommended for this area.

The area bounded by Queen St. N., Cannon St. W., Bay St. N., Simcoe St., and Hamilton Harbour can be generally described as gently sloping from an elevation of 97m (318 ft.) above sea level at the corner of Bay St. N. and Cannon St. W. to the CN marshalling yard, with an approximate elevation of 77m (252 ft.). The difference in elevation of 20m (66 ft.) provides excellent sight lines along Queen St. N., Hess St. N., and from Bay St. N. between Stuart and Simcoe Sts. An excellent sight line could be created from the corner of Bay St. N. and Cannon St. W. to the harbour.

The North End W. neighbourhood, similar to Burlington Heights, includes a bluff along the harbour. This bluff is behind the residential properties on Ferrie St., Nichol St., and Bay St. N. and forms the southern edge of Pier 4

Park. The elevation at the top of the bluff is 86-92m (282-302 ft.); at the toe of the slope, the elevation is approximately 76m (249 ft.). The difference in elevation is approximately 10-16m (33-52 ft.). The slope varies from 25-50%.

The topography of the residential areas of the North End neighbourhoods is relatively flat, with a gentle slope towards the harbour. The area bounded by John St. N., Burlington St., and Wellington St. N. is fairly flat. This is the site of Eastwood Park, HMCS Star, Pier 8, and Pier 10.

All lands adjacent to the harbour below the bluffs have been created over the years through the filling of ravines, marshes, and the harbour. The edge has been in a constant state of change since the beginning of the settlement of Hamilton.

Some of the most significant land-filling operations in the study area having an impact on the present shoreline are listed below:

1850's-1960's	Railway lands
1906-1908	Eastwood Park
1960's	Pier 4 and Pier 10 (Wellington Terminal)
1967	Pier 8 (Centennial Terminal)
1965-1980's	Bayfront Park
1993-1995	Hamiltonian Pier

4.2.3 Land Use

The study area is comprised of diverse land uses including open space, residential, commercial, recreational, industrial, and institutional uses. Drawing No. 2 illustrates the location of principal land uses in the study area.

4.2.4 Buildings of Architectural and/or Historic Interest

The heritage study undertaken by Unterman McPhail Cuming Associates provides a comprehensive account of the historic development of the study area, including key historic events and the growth of industry. Much of the heritage in the area is somewhat compromised with the demolition of important buildings and structures associated with industrial developments. Nevertheless, there are a number of notable community landmarks in the study area. These include the T. B. McQuesten High Level Bridge, Dundurn Castle and Cockpit, Battery Lodge (home of the Hamilton Military Museum), Gardener's Cottage, Custom House, CN station, Bayview Tavern, the former McIlwraith School, Bay Sail Loft, Gartshore Thomson Building, the Hamilton Harbour Commissioners Building, the HMCS Star buildings, and numerous residential buildings. These landmarks are illustrated on Drawing No. 4.

4.2.5 Historic Sites

Many historic sites are found within the study area, and are listed below:

- Desjardins Canal (1851-1852)
- War of 1812 - 2nd line of fortification (1813)
- War of 1812 - 1st line of fortification (1813)
- 1812 cannons and historic plaques
- Archaeological site - Evidence of early occupations from the Early Archaic to Neutral Iroquoian Periods (8000 BC-1650's AD)
- Richard Beasley's wharf (circa 1785)
- Great Western Railway Roundhouse

(1860's-1960's)

- Grand Trunk Railway Station (circa 1875-1931)
- Military Barracks and Queen's Wharf (1840)
- Hughson's Wharf (1830's)

4.2.6 Property Ownership

Drawing No. 5 illustrates the ownership of property in the study area as of August 1995. Large parcels of land, particularly along the harbour shoreline, are currently owned by a public agencies. These owners are: City of Hamilton, Hamilton Harbour Commissioners, Canadian National Railway, Department of National Defence, and the Regional Municipality of Hamilton-Wentworth.

4.2.7 Transportation

Drawing No. 6 illustrates the system of roadways, traffic patterns, bicycle routes, and railway tracks in and around the study area. The plan also shows the three routing options for the proposed Perimeter Road.

Option 1 would be a new two-way, four-lane roadway from Wellington St. N. to Bay St. N. with some minor improvements to Bay St. Option 2 would involve major reconstruction of Bay St. N., widening of York Blvd., and construction of a full interchange at Highway 403. Option 3 is the ultimate route that crosses the CN marshalling yard and connects to Highway 403 by tunnelling under York Blvd. This is the alignment approved in principle by Regional Council in 1990. These options were presented in the recently issued draft report of the Regional Transportation Review (May 1995). A staged approach to construction is subject to available funding.

Go Transit currently provides limited service to Hamilton. Three trains in the morning and three trains in the evening travel along the Lakeshore Route and terminate at the CN station on James St. N. Go Transit bus service operates all day from the Rebecca St. bus terminal. A new Go Transit/Intercity Bus Terminal is currently being constructed on Hunter St. on the site of the old T.H. & B. Railway building and is scheduled for completion in January 1996. All Go Transit trains and buses will be relocated to the new Hunter St. facility at that time.

CN currently operates two main lines through Hamilton providing service between Toronto and Windsor and the Niagara Falls and Fort Erie-Buffalo, NY gateways. These lines will be maintained. The principal use is to haul freight; however, passenger trains also use these lines. Presently, two trains travel each day from Toronto to Niagara Falls and two trains travel from Niagara Falls to Toronto. In May 1992, the CN station on James St. N. was closed. Passenger trains now stop at the Aldershot and Grimsby stations.

The Region has prepared a master bicycle plan that identifies on-street bikeways and off-street pathways. Locke St. N. and Ferguson Ave. N. have been identified as collector-distributor routes to east-west feeder routes. The route along Ferguson Ave. S. will ultimately link up the escarpment via the Jolley Cut.

Transient boaters can presently be served by facilities at Harbour West Marina, MacDonald Marine, and Macassa Bay Yacht Club, however, no proper facilities exist for larger cruise boats or tall ships. The pier at Pier 4 has not been designed for these larger vessels, which have been docking at Pier 8, an

industrial site, during special events.

Presently, no facilities exist for sea planes, which are increasingly being used by individuals and corporations for pleasure and business travel. Hamilton is not listed as a port of call in the following publications: "Small Craft Harbours of Ontario" or "Canada Flight Supplement: Water Aerodrome-Sea Plane".

4.2.8 Pier 4 and Bayfront Parks

Pier 4 Park and Bayfront Parks are City-owned parks on Hamilton Harbour. Pier 4 Park was developed in 1992-1993 and opened to the public on July 23, 1993. Bayfront Park was created on lands that were formerly known as the Lax property. In 1992-1993, this property was remediated according to the approval of the Ontario Ministry of the Environment and Energy. Bayfront Park was opened to public use on August 20, 1993. Drawing No. 12 illustrates the present condition of these parks and the lands between them.

4.3 OPPORTUNITIES AND CONSTRAINTS

Drawing No. 7 illustrates significant natural, historic, and cultural features of the study area as they may influence the planning process for the redevelopment of the West Harbourfront Precinct. These features have been identified following an analysis of the existing conditions and represent outstanding opportunities that should be taken advantage of, as well as major constraints that must be respected, during the formation of a redevelopment vision and the concept plan.

4.3.1 Natural Areas

The natural areas around Burlington Heights must be protected. These include the vegetated bluffs below York Blvd., Harvey Park, and Dundurn Park, and the fish and wildlife habitats along the southwest shoreline of Hamilton Harbour and Cootes Paradise. The vegetated bluffs below Nichol St. and Bay St. N. must also be protected, as well as the fish and wildlife habitats along the perimeter of Bayfront Park and Pier 4 Park.

4.3.2 Views

All existing views to the harbour and Cootes Paradise must be maintained and protected. There are many opportunities to open up new views, particularly at the north end of the Strathcona neighbourhood, where existing streets meeting Barton St. W. could be extended to the edge of the bluff. The potential exists to open up a view from the corner of Bay St. N. and Cannon St. W. and along York Blvd. to the harbour.

4.3.3 Perimeter Road

The Perimeter Road must be accommodated in the concept plan.

4.3.4 CN Main lines

Two CN mainline tracks must be maintained through the CN marshalling yard. These tracks could be moved to the south of the CN lands to provide more developable land near the shoreline.

4.3.5 Public Open Space

There is an abundant supply of park and open

space areas throughout the West Harbourfront Precinct. Trails have been created in Harvey Park, Dundurn Park, Bayfront Park, and Pier 4 Park. These trails should be connected to each other, as well as extended around the shoreline to Cootes Paradise in the west and around the harbour to Eastwood Park in the east.

4.3.6 Historic Sites and Structures

Historic sites and structures should be maintained and integrated into the concept plan. These historic landmarks will help to distinguish Hamilton's waterfront from others. No development should occur on Dundurn Park or in proximity to Dundurn Castle, which may block the view to/from the castle.

4.3.7 Special Attractions

The West Harbourfront Precinct has a number of special attractions to generate resident and tourist visitation to the area. These include Cootes Paradise, Dundurn Castle, Hamilton Military Museum, Bayfront Park, and the Custom House. There are a number of other special attractions in close proximity to the West Harbourfront Precinct. These include the RBG, Copps Coliseum, Hamilton Market, Hamilton Place, Hamilton Art Gallery, and the Canadian Football Hall of Fame.

These attractions are relatively close together and create a critical mass that increases the potential to maximize attendance. Placing new special attractions in the West Harbourfront Precinct will increase this critical mass, thus making Hamilton more marketable and appealing as a tourist destination.

4.3.8 Downtown Core and Jamesville

The downtown core is two blocks from the southern corner (Bay St. N. and Cannon St. W.) of the West Harbourfront Precinct. The Jamesville commercial district abuts the study area at the CN station. An excellent opportunity exists whereby the attractions, shops, and services of the downtown can serve visitors to the waterfront. Conversely, the new residents and tourists in the precinct provide a new market to help sustain the downtown core. Efforts must be made to ensure that each area is well linked and marketed to mutually support each other. Similarly, the same consideration must be given to the commercial areas of Jamesville.

4.3.9 Adjacent Land Uses

The adjacent residential areas must be integrated into any redevelopment concept.

4.4 Summary

The West Harbourfront Precinct has distinctive natural and significant cultural and historic features that must be incorporated into the concept plan. This area is very picturesque and tranquil with Hamilton harbour being framed by the wooded slopes of Burlington Heights, Woodland Cemetery and the north shore of Burlington. The upper levels of Burlington Heights and Bay St. N. provide panoramic views and interesting sight lines to the harbour and distant features, such

as the T. B. McQuesten Bridge, Burlington Skyway Bridge and the Niagara Escarpment. The natural areas must be protected from environmental and esthetic reasons, and the shoreline must be enhanced, where appropriate, to create fish and wildlife habitats.

The CN marshalling yard, industrial lands and the harbour shoreline offer a greater potential for change and development than the north west entrance and residential areas. The relatively terrain and proximity to the CN mainline, future Perimeter Road and water transportation make this a desirable area for development. The shoreline in this area has been in a constant state of evolution since the early 1800's. Therefore, any redevelopment of these lands would not have a significant impact on the natural landscape.

The municipal parks, special attractions, and marinas in the West Harbourfront Precinct establish the Precinct as the primary recreational area on Hamilton Harbour. Shipping operations occur at Pier 8 and eastward leaving the west harbour free for recreational boating and other water related activities. The potential exists to expand the recreational and tourism aspects of this area with the redevelopment of the CN lands. A waterfront trail would link the existing parklands and provide a shoreline route from Eastwood Park to Princess Point and to the Royal Botanical Gardens.





Chapter 5

Supporting Technical Studies

Chapter 5

SUPPORTING TECHNICAL STUDIES

5.1 OVERVIEW

The WHDS Terms of Reference identified the major tasks and issues that had to be addressed. To accomplish this, many technical studies were undertaken by City and Regional departments, with the assistance of external consultants, and public and private interest groups.

The findings and recommendations from these technical studies helped to shape the vision and concept plan for the West Harbourfront Precinct (see Chapter 7) and the concept plan for Bayfront Park (see Chapter 8). The findings from the technical studies were also considered during the site location study for the multi-use sports complex.

In this chapter, these supporting technical studies are summarized. At the end of this chapter is Table 1 which lists the technical studies, objectives and the participating agencies.

5.2 FEASIBILITY STUDY OF RELOCATING THE CN MARSHALLING YARD

This feasibility study was one of the primary components of the WHDS. It was undertaken by CANAC Ontario of Toronto with the involvement of CN Rail and was documented in their final report, *Feasibility Study of Relocating Stuart Street Yard Hamilton*, dated December 12, 1994. The conclusions from that study are reprinted below.

"The results of this examination indicate that there is space available at Aldershot to expand trackage and facilities to accommodate rail operations of the magnitude of the CN marshalling yard. CN owns considerable property at this site and only minimal land acquisition may be required. The CANAC proposal also envisages improvements to the mainline trackage and signals in the vicinity of Aldershot in order to maintain efficient train operations in this already congested corridor, while still accommodating the relocated yard activity. The double track Oakville subdivision mainline trackage, which is CN's core route to the Niagara

Falls and Ft. Erie/Buffalo gateways, would continue to pass through the south side of the Stuart St. yard property.

Based on this analysis, an order of magnitude cost to relocate the Stuart St. yard and related facilities to Aldershot is estimated to be \$100 million. This includes \$70 million to relocate the yard and to make improvements to the rail infrastructure and \$30 million for the construction of three roadway/rail grade separations. The estimate excludes land acquisition, operational and environmental impacts, and employee dislocation costs.
(CANAC Report Executive Summary)

5.3 CN MAIN LINE CORRIDOR AND CROSSINGS STUDY

CN Rail requires two main line tracks to continue to pass through the Stuart St. yard property. The CANAC study reported that it may be possible to realign the tracks after the marshalling yard has been removed. The CN corridor and crossings study recommended realigning the mainlines in a southerly direction further away from the waterfront. CANAC and CN Rail indicated that this would be feasible.

The original idea to build over the entire length of the corridor between Dundurn Park and Bay St. N. was investigated and rejected. A number of overhead crossings have been identified that would require bridge structures. These are at Dundurn Castle, Locke St. N., Queen St. N., the multicultural gardens, and Bay St. N. The proposed shoreline trail would

cross underneath the existing CN bridge at the Desjardins Canal.

5.4 CN STATION STUDY

The CN station is a locally significant building both architecturally and historically and its adaptive re-use is an important planning objective for the City. Since its closing in May 1992, the station has generated some interest. One development proposal that was considered by the WHDS was a major commercial development by the Splendid Cathay Corporation. This proposal included approximately 26,000 sq. m. (280,000 sq. ft.) of new development attached to the CN station and on adjacent property.

In a recommendation report to the WHDS Steering Committee dated April 3, 1995, the Steering Committee approved the following recommendations:

1. That the WHDS Steering Committee supports the adaptive re-use of the CN Station;
2. That the current proposal from Splendid Cathay Corporation is not consistent with the planning and heritage objectives of the WHDS Area and cannot be supported as currently proposed and the proponents be informed that all development and redevelopment proposals for the CN Station must meet the objectives outlined in this report; and,

3. That this report be forwarded to the Parks and Recreation Committee as the comments from the WHDS Steering Committee.

The objectives mentioned in recommendation 2 refer to a number of general planning issues and criteria for the re-use of the CN station and adjacent property that were included in the recommendation report.

5.5 REVIEW OF OFFICIAL PLAN AND ZONING ISSUES

The City's Official Plan, Central Area Plan, neighbourhood plans and zoning plans were reviewed. Drawing No. 2 illustrates the existing land uses and Drawing No. 3 illustrates the existing zoning in the study area.

The rail lands and adjacent industrial properties are presently zoned heavy industrial. Piers 6-8 and Pier 10 are zoned light and limited heavy industrial.

Schedule A of the Official Plan for the City of Hamilton illustrates the land use concept for the city. The WHDS area is affected in the following way:

<u>Area</u>	<u>Designation</u>
Burlington Heights, including Dundurn Park	Open space
Area generally defined by York Blvd., Queen St. N., Barton St. W., and Dundurn Park	Residential

Area generally defined by Barton St. W., Queen St. N., Dundurn Park, industrial lands and the harbour

Utilities

Area generally defined by Queen St. N., Cannon St. W., Bay St. N., a pocket of open space (Central Park) and the railway

Mixed uses with residential

Shoreline properties from Bayfront Park to Ferguson Ave. N.

Open space

North End Neighbourhoods

Residential

The study area is also affected by many special policy areas, which are defined by the City of Hamilton Official Plan. Schedule B of the Official Plan identify the special policy areas.

According to Schedule H of the Official Plan, (dated June 30, 1990), all areas of the study area, with the exception of Burlington Heights, have been designated as a community improvement area.

5.6 POPULATION DEMOGRAPHIC ANALYSIS

The population demographic analysis was undertaken by the Planning and Development Department and documented in a report titled *The West Harbourfront Study: Review of Demographic and Household Characteristics*, February 1994. During the course of this study, these findings were summarized as Fact Sheet No. 2, *Population and Demographic Characteristics*, November 1994.

5.7 HISTORIC AND CULTURAL ELEMENTS STUDY

The heritage study undertaken by Unterman McPhail Cuming Associates, Heritage Conservation and Planning Consultants, includes a historic record of the study area, identifies existing heritage features, outlines existing planning policies, and provides conclusions and 16 recommendations that may help to manage, conserve, and interpret the tangible and intangible heritage of the west harbourfront area. Drawing No. 4 illustrates the existing buildings having architectural and/or historical interest.

5.8 HERITAGE DISTRICT IMPLICATIONS - DUNDURN CASTLE STUDY

Dundurn Castle and Burlington Heights have very significant historic and cultural value to the city and region. The exterior of Dundurn Castle is currently being restored to the 1855-1860 period. Future plans include restoring the gardener's cottage and the landscape around the castle to the same period.

It is recommended that no changes occur on or near these areas that would compromise the heritage aspects of this area or the restoration projects. It is also recommended that sight lines to Dundurn Castle not be obstructed. Any new development should occur below the slope of Burlington Heights and respect the historic aspects of this area.

5.9 ENVIRONMENTAL ISSUES STUDY

The Remedial Action Plan for Hamilton

Harbour and the Fish and Wildlife Habitat Restoration Project have identified the southwestern shore of the harbour between Bayfront Park and Grindstone Creek as an important area for the preservation and protection of fish and wildlife habitats. In response to this, fish habitats were created in selected areas around Bayfront Park during the remediation of the former Lax property.

As part of the WHDS, the Hamilton Naturalists' Club completed a field investigation of the study area in July 1994 and reported their findings in a report titled *West Harbour Biological Survey*. In this report, three habitat areas were described and a list of plants and birds were prepared. The evaluation of existing environmental conditions has led to the decision to protect the natural areas by limiting development in significant areas and to the preparation of development guidelines addressing environmental issues.

5.10 LAND OWNERSHIP STUDY

The ownership of all properties within the West Harbourfront Precinct was obtained through the current assessment records and is illustrated on Drawing No. 5. A notable observation is that a vast majority of property adjacent to the harbour is publicly owned. The principal landowners are the City of Hamilton, Hamilton Harbour Commissioners, Canadian National Railway, Department of National Defence, and The Regional Municipality of Hamilton-Wentworth. The existing ownership patterns may be a benefit to facilitate land acquisition and/or partnerships to advance the concept plan.

5.11 COMPARATIVE WATERFRONT PLANNING STUDIES AND DEVELOPMENTS

Extensive research and analysis was undertaken of other comparable waterfront development projects and special attractions. The reports and publications that were studied are listed in the bibliography. Some of the most beneficial publications included reports produced by the Royal Commission on the Future of the Toronto Waterfront and numerous publications by The Waterfront Center, Washington, D.C.

The waterfront developments that were studied included those in Toronto, Vancouver, North Bay, Baltimore, Buffalo, Cleveland, Halifax/Dartmouth, Pittsburgh, San Francisco, Duluth, Toledo, Charlottetown, P.E.I., and New Orleans. These waterfronts were selected because of their relevance to Hamilton in that they are major ports, most are northern climate heavy industrial cities, several are on the Great Lakes, and they all have some unique features and attractions that are worthy of consideration for Hamilton's waterfront. In addition to reviewing plans and literature, various staff members of the study team visited these waterfronts and brought their personal observations to the study.

Aquariums were studied at a conference in New Orleans, followed by an in-depth tour of the Aquarium of the Americas in New Orleans, Louisiana, and the Tennessee Aquarium in Chattanooga, Tennessee. These tours included interviews with the aquarium staff.

This original research and analysis revealed many opportunities, land use planning principles and site design details that

contributed to the development of the vision and concept plans for Hamilton's west harbourfront.

5.12 FEDERAL AND PROVINCIAL GOVERNMENT INITIATIVES

Many federal and provincial government initiatives were studied, including The Royal Commission on the Future of the Toronto Waterfront, The Waterfront Regeneration Trust, Lake Ontario Greenways Strategy and Ontario's New Planning Act. Chapter 3 summarizes the initiatives that had the most impact and/or influence on the WHDS. Funding programmes were also investigated, including the Waterfront Regeneration Trust, Jobs Ontario Community Action, Fish and Wildlife Habitat Restoration Project, and the federal government.

5.13 BAYFRONT PARK

All work associated with the planning process and the preparation of detailed development plans for Bayfront Park is documented in Chapter 8.

5.14 MULTI-USE SPORTS COMPLEX STUDY

A technical study was undertaken to evaluate the feasibility and desirability of locating a multi-use sports complex within the West Harbourfront Precinct. This study included a review of several professional football and Double A baseball stadiums to prepare a preliminary development programme and the identification of six candidate locations for evaluation. These locations are shown on Figure 6.

Each location was evaluated according to a set

of 11 criteria. The complete evaluations have been documented in a report which also includes the study process, issues, and a preliminary development programme. Table 2 provides a summary of the evaluations for each site.

From this study, it was concluded that there are no ideal stadium sites in the West Harbourfront Precinct. The lack of suitable property for development of a stadium, the present status of the Perimeter Rd. and the anticipated impacts on the adjacent neighbourhoods make it difficult to support constructing a sports complex in this precinct.

Of the sites considered, Eastwood Park offered the best opportunity to accommodate the sports complex. It is recommended that Eastwood Park should be considered as the only site within the West Harbourfront Precinct and that this site be evaluated against other sites throughout the city when a market analysis and site selection study are undertaken.

5.15 SITE DEVELOPMENT MODELS

Several site development models and schematic land use plans were prepared to illustrate the potential for redevelopment of the West Harbourfront Precinct. Two development scenarios were investigated: a) with the CN marshalling yard relocated, and b) with the CN marshalling yard remaining.

All schematic plans were evaluated according to the Goals, Objectives and Plan Development Principles approved by the Steering Committee (see Chapter 2) and the findings and recommendations of the supporting technical studies. Plan features and special attractions were evaluated on the basis

of capability (is this site physically capable of accommodating the proposed feature/attraction?), suitability (is the proposed feature/attraction suitable for the West Harbourfront Precinct and the specific location, and is the site better suited for another use or is this feature/attraction the best use of the site?), and feasibility (is it feasible to build the proposed feature/attraction at the specific location?).

This study led to the Steering Committee's recommendation that one concept plan be advanced showing the redevelopment of the West Harbourfront Precinct with the CN marshalling yard being relocated and those lands being available for development. This decision was based on the fact that this concept represented the preferred scenario for achieving the City's goals and objectives. This final report describes the recommended vision and this concept plan.

5.16 REGIONAL TRANSPORTATION AND LOCAL TRAFFIC STUDIES

These studies represented major components of the WHDS. They were undertaken by the Department of Public Works and Traffic and the Region's Transportation/Environmental Services Group with assistance from Delcan Corporation and M. M. Dillon Ltd. They included the routing and staging of the Perimeter Rd., changes to existing streets, and the traffic and parking implications associated with the proposed concept plan and the multi-use sports complex.

5.17 INFRASTRUCTURE STUDY

This study was undertaken by the Region's Transportation/Environmental Services Group with the assistance of Philips Planning and

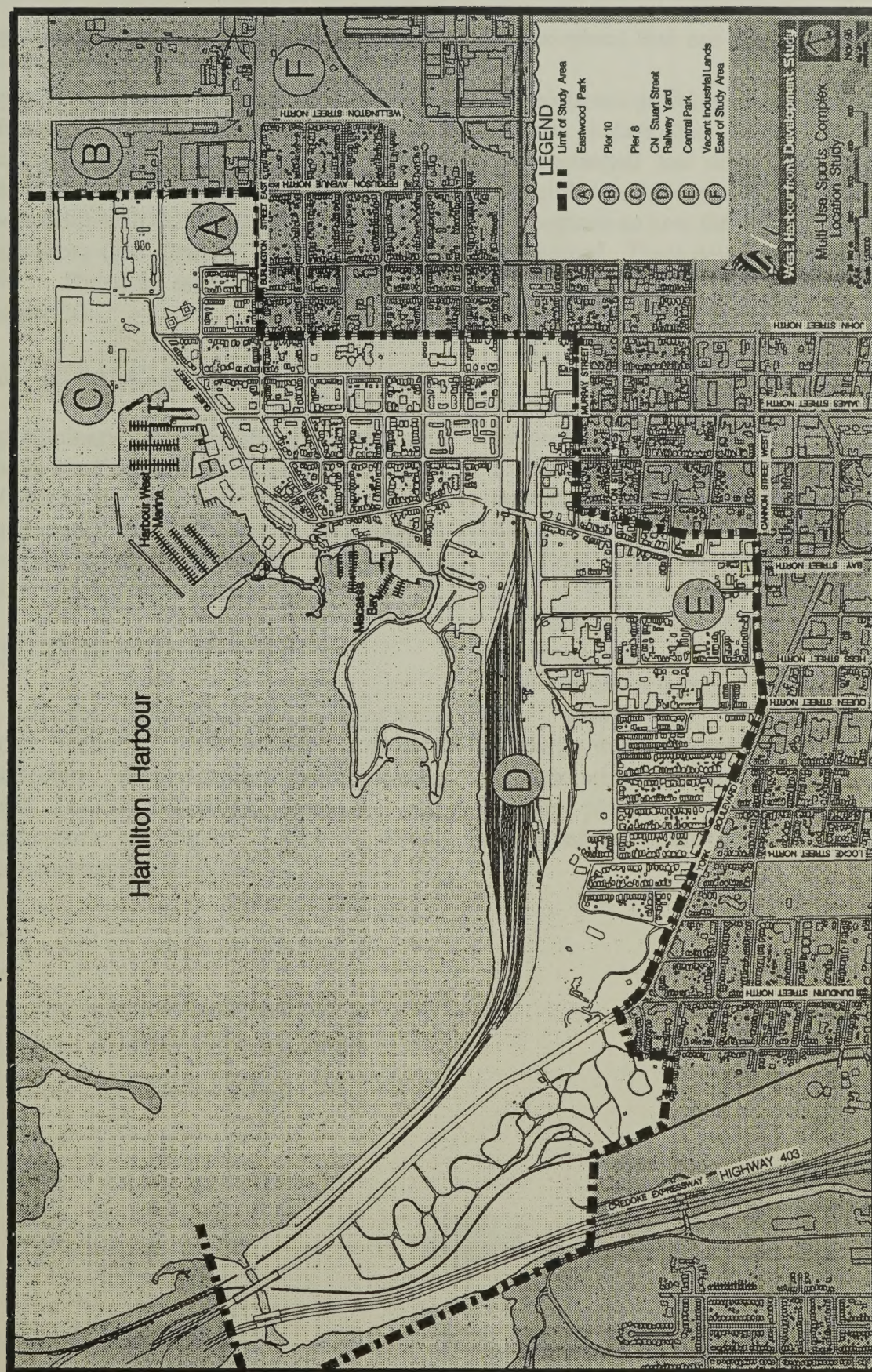


Figure 6: Multi-Use Sports Complex Location Study Sites

Engineering Limited. Their study identified the infrastructure works that would be required to support the proposed concept. Preliminary cost estimates for roads, watermains, and storm and sanitary sewers were provided. This study is documented in a report titled *WHDS Conceptual Servicing Plan Preliminary Cost Estimate*, dated October 11, 1995. The cost estimates are included in Chapter 10.

5.18 FINANCIAL STUDY

A preliminary cost estimate of the proposed concept plan has been prepared and is included in Chapter 10. The Economic Development Department has prepared a preliminary economic impact analysis of the concept plan, which is included in Chapter 11.

5.19 URBAN DESIGN ISSUES

An extensive list of urban design issues were studied including land use mix, landscape architecture, view corridors, public spaces, public access, heritage aspects, and architectural form and style. Recommendations have been incorporated into

the proposed land use plan and concept plan.

Development guidelines have been prepared to inform stakeholders about the important environmental and urban design issues and principles in the concept plan and to provide suggestions on how these principles should be maintained. These development guidelines are presented in Chapter 9.

5.20 SUMMARY

The findings and recommendations from the supporting technical studies provided resolutions to many issues and identified the opportunities and constraints to redevelopment of the West Harbourfront Precinct. The most significant finding was that CN has concluded that it may be feasible to relocate the marshalling yard to Aldershot, thus freeing up approximately 40 ha. (100 acres) of harbourfront property for other uses. With this information, various development scenarios were explored to rationalize the cost of relocating the marshalling yard. The concept plan described in Chapter 7 is the preferred development scenario.



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SUMMARY OF SUPPORTING TECHNICAL STUDIES

SECTION	TECHNICAL STUDY	OBJECTIVE	PARTICIPATING AGENCIES
5.2	Feasibility Study of Relocating the CN Marshalling Yard	Determine the feasibility and costs of relocating the entire marshalling yard and equipment repair facilities out of the precinct.	CANAC Ontario Consultants CN Rail
5.3	CN Main Line Corridor and Crossings	Evaluate advantages/disadvantages of the CN main line through the precinct, focusing on access, noise, and physical development constraints.	CN Public Works and Traffic
5.4	CN Station	Evaluate cost/benefits and potential uses of abandoned CN station on James St. N.	Economic Development Planning and Development Public Works and Traffic L.A.C.A.C.
5.5	Review Official Plan and Zoning Issues	The development strategies for the West Harbourfront Precinct that evolve through the course of the study may require amendments to the City's Official Plan and local land use zoning. Review of the Official Plan, neighbourhood plans, and current zoning to identify planning policies and what amendments may be required to facilitate the implementation of the approved concept plan.	Planning and Development Public Works and Traffic
5.6	Population Demographic Analysis	Prepare a population demographic analysis for the precinct and city.	Planning and Development
5.7	Historic and Cultural Elements	Evaluate all historic and cultural elements within the precinct to determine their potential impacts upon the ultimate design and programming of the development proposal.	Unterman McPhail Cumming Associates Planning and Development L.A.C.A.C.
5.8	Heritage District Implications - Dundurn Castle	Evaluate historic and cultural aspects of Dundurn Castle and their implications as a heritage district within their precinct.	Culture and Recreation Public Works and Traffic

WEST HARBOURFRONT DEVELOPMENT STUDY

TABLE 1

SUMMARY OF SUPPORTING TECHNICAL STUDIES

SECTION	TECHNICAL STUDY	OBJECTIVE	PARTICIPATING AGENCIES
5.9	Environmental Issues	Evaluate existing environmental conditions and prepare guidelines for the preservation and creation of natural habitats.	B.A.R.C. Public Works and Traffic Fish and Wildlife Restoration Project Hamilton Naturalists' Club
5.10	Land Ownership	Identify current land ownership within the precinct.	Public Works and Traffic
5.11	Comparative Waterfront Planning Studies and Development	Numerous waterfront development planning exercises and waterfront developments have been undertaken in other cities. Relevant information from these initiatives should be evaluated as it pertains to this city's circumstances.	Public Works and Traffic
5.12	Federal and Provincial Initiatives	The federal and provincial governments have implemented numerous planning studies, developments, and funding programmes that relate to the City of Hamilton's WHDS. This study will benefit from a thorough review of these related issues such that their perspectives can be integrated into Hamilton's 'vision.'	Planning and Development Public Works and Traffic
5.13	Bayfront Park	Prepare detailed development plans for Bayfront Park.	Public Works and Traffic
5.14	Multi-use Sports Complex	Evaluate the technical feasibility and/or desirability of locating a multi-use sports complex within the West Harbourfront Precinct.	WHDS Steering Committee WHDS Technical Advisory Committee Public Works and Traffic Trans./Env. Services Group
5.15	Site Development Models	Prepare two development scenarios: 1) with CN marshalling yard relocated and those lands available for development 2) with CN marshalling yard intact	Public Works and Traffic Planning and Development Trans./Env. Services Group

SUMMARY OF SUPPORTING TECHNICAL STUDIES

SECTION	TECHNICAL STUDY	OBJECTIVE	PARTICIPATING AGENCIES
5.16	Regional Transportation Issues - Perimeter Road - Strategic Transportation Review Local Traffic Issues Mass Transit/Parking	Evaluate transportation issues within the precinct at both the local or micro level and in the scope of the 'broader picture' or macro level. Study issues will include public transit, rail services, local road and neighbourhood traffic patterns, review of the proposed perimeter road, access points, and parking.	Delcan Corporation Dillon Consultants Trans./Env. Services Group Public Works and Traffic
5.17	Infrastructure Issues	Evaluate condition of existing infrastructure and prepare recommendations and preliminary cost estimates to accommodate new development.	Trans./Env. Services Group Philips Planning & Engineering
5.18	Financial Issues	Prepare preliminary cost estimates for the concept plans. Prepare a preliminary economic impact analysis for the West Harbourfront Precinct Concept Plan.	Public Works and Traffic Trans./Env. Services Group Property Department Economic Development
5.19	Urban Design Issues	Prepare guidelines for various urban design issues such as view corridors, public spaces, public access linkages, lighting, public safety.	Public Works and Traffic



Chapter 6

West Harbourfront Precinct Development Programme

Chapter 6

WEST HARBOURFRONT PRECINCT DEVELOPMENT PROGRAMME

6.1 OVERVIEW

Development programme is a planning and design term that refers to a list of components and uses to be incorporated into the plans of a proposed development. These components and uses are described by their physical and spatial requirements (functional needs), a user profile and anticipated activity patterns, operating practices, and design goals. The development programme may also include any specific regulatory requirements and design criteria.

Programme relationships is a design term that refers to grouping programme items into logical associations in order to understand their interdependence and requirements.

A development programme was prepared as part of the WHDS to assist with land use allocations and the design of the concept plans. The facility uses and size requirements for each component have been compiled from original research and from other facility studies. In this chapter, a development programme is presented for components that

may be incorporated into the West Harbourfront Precinct. (The concept plan, which is described in Chapter 7, does not include all components.) The special attractions listed here represent the potential developments deemed suitable for the West Harbourfront Precinct and a starting point. This development programme serves as a bench mark and is subject to change as facility feasibility studies are undertaken and the concept plan is further refined.

The redevelopment of the West Harbourfront Precinct would create a dynamic and livable community that is an extension of the existing urban fabric that surrounds the study area. In order to ensure that the needs and desires of users are met, the WHDS considered the comments from stakeholders and citizens. From this it was identified, that first and foremost, the concept plan must respond to the needs and desires of residents. Second, the plan must meet the needs of business people

who invest and conduct business in and around the precinct. Third, the plan must satisfy the needs and desires of non-residents. To ensure that all people can enjoy the West Harbourfront Precinct, a key objective will be to create barrier-free developments in accordance with the Barrier Free Design Standards approved by City Council in October 1994.

6.2 SPECIAL ATTRACTIONS

6.2.1 T. B. McQuesten Multicultural Gardens

The City of Hamilton is developing T. B. McQuesten Multicultural Gardens, a unique, superior-quality horticultural park comprised of gardens of the world, which represent the mosaic of Hamilton's multicultural heritage. The City's Parks Division has been coordinating the development of these gardens with the assistance of a Steering Committee comprised of representatives from more than 20 different cultural groups. The planning, design, promotion and fundraising for the individual cultural theme gardens is being undertaken by the cultural groups in conjunction with the City to ensure the full participation of Hamilton's ethno-cultural communities in determining which garden

style, size, and design best represent their own cultural heritage.

The T. B. McQuesten Multicultural Gardens were originally scheduled to be constructed on 13 ha (32 acres) of T. B. McQuesten Park, located at Upper Wentworth St. immediately south of the Red Hill Creek Expressway (Limeridge Rd.). A concept plan was approved by City Council on May 26, 1992. Principal features include cultural gardens, the Great Domain (common lawn areas), a cultural centre, peace plaza, parking lot, maintenance yard, and perimeter landscaping.

On October 18, 1994, the gardens were referred to the WHDS to determine the suitability of developing the gardens in the precinct. The gardens project fit the philosophy of concentrating special attractions in the precinct to create a sufficient critical mass that would maximize attendance by residents and tourists. The gardens project has an approved capital budget, thereby enabling the City to "kick start" development in the precinct. The WHDS has concluded that it is extremely desirable to have the gardens incorporated into the West Harbourfront Precinct. On June 27, 1995, City Council approved the recommendation to change its venue.

Facility Requirements

The following table illustrates the changes required for the West Harbourfront site.

<u>Plan Element</u>	T. B. McQuesten Park Site		West Harbourfront Site	
	<u>Hectares</u>	<u>Acres</u>	<u>Hectares</u>	<u>Acres</u>
Cultural Gardens	8.30	20.51	8.30	20.51
Great Domain	1.43	3.53	0.81	2.00
Cultural Centre and Plaza	0.62	1.53	0.61	1.53
Peace Grove and Plaza	0.20	0.49	0.20	0.49
Parking (250 cars/10 buses)	1.33	3.29	provided with other facilities	
Maintenance Yard	0.38	0.94	provided off site	
Main Driveway	0.13	0.32	not required	
Front Lawn	0.22	0.54	not required	
Buffer along Expressway	0.37	0.92	not required	
TOTALS	12.98 ha	32.07 ac	9.93 ha	24.53 ac

The size of the cultural gardens, cultural centre, peace grove, and plaza remain the same. The great domain has been reduced in size as special events can be accommodated on nearby Bayfront Park. Parking will be provided by and shared with other facilities. The maintenance yard will be located off site.

Projected annual attendance: 197,000 to 233,000.

6.2.2 Great Lakes Maritime Heritage Museum, Hamilton and Scourge Project, and IMAX Theatre

The Hamilton and the Scourge are two War of 1812 warships that were found in excellent condition at the bottom of Lake Ontario in 91m (300 feet) of water, not far from the City of Hamilton. As a result of the publicity

generated by the discovery (which included a visit by Jacques Cousteau), the two ships are famous around the world and would generate significant international interest. They are presently proposed to be exhibited at Confederation Park; however, there is reason to have them exhibited near Burlington Heights. An exhibit near Burlington Heights would place the ships at the site of a British

encampment during the War of 1812 and be consistent with the philosophy of creating a critical mass of tourist-generating attractions in the West Harbourfront Precinct.

This exhibit could also be combined with a Great Lakes Maritime Heritage Museum. This museum would have exhibits relating to the

growth of the Port of Hamilton and shipping on the Great Lakes. Other exhibits could depict the exploration of Hamilton Harbour by La Salle.

The following table lists facility requirements that were developed in a feasibility study for the Hamilton Scourge Museum.

Facility Requirements (source: Economic Planning Group (EPG) 1988).

Hamilton-Scourge Museum - Level A Option	2,800 to 3,700 sq.m. (30,100 to 39,800 sq.ft.)
- ships display, complementary exhibits, customer services, conservation laboratory, administrative facilities	
Enhanced Museum and IMAX Theatre - Level B option	
- IMAX Theatre, 300 to 500 people capacity	
- interpretive centre	900 to 1,800 sq.m.
- retail and fast-food facilities	(9,700 to 19,400 sq.ft.)
TOTAL	3,700 to 5,500 sq.m. (39,800 to 59,200 sq.ft.)

Projected annual attendance:

Option	Attendance Estimates		Parking Required (Peak Est x 80%) ÷ 3
	Total Annual	Peak Demand	
Level A	406,370	1,380	370 cars
Level B	653,400	3,082	825 cars

6.2.3 Waterfront Village - "Beasley's Landing"

In the *Economic Impact Study for the Hamilton-Scourge Museum* (EPG, 1988), the ultimate concept identified as "Level C: Themed Attraction", proposed the recreation

of an early 19th-century waterfront village, next to the Hamilton-Scourge Museum. Village activity and programming would highlight Great Lakes trading, shipbuilding, and the naval aspects of the War of 1812. This village is best sited in the vicinity of Dundurn Castle at the edge of the harbour

where Richard Beasley settled around 1785, built a wharf, and established a trading centre. The village could have several different sections representing villages of the 1800s, 1820s, and 1850s.

The village would contain sufficient food service, retail, and amusement opportunities to attract a private sector entrepreneur. To acknowledge the settlement of Richard Beasley, the village could become known as Beasley's Landing. A new pier/wharf would be required to permit the docking of tall ships visiting Hamilton and vessels potentially built at the Historic Ships Building Centre.

Facility Requirements

Village buildings and landscape	24,000 sq.m. (260,000 sq.ft.)
Pier with lighthouse	30m x 200m (98ft. x 650ft.)
Parking	1120 cars
Projected annual attendance:	440,000

6.2.4 Hamilton Military Museum

The current Hamilton Military Museum is in the Battery Lodge, a building at Dundurn Park which is small and inadequate (203 sq.m.). The Department of Culture and Recreation intends to undertake a study to determine if the museum should remain in the existing space or be relocated to a larger facility. A new Hamilton Military Museum would be well suited with the Hamilton-Scourge Museum. Recent annual attendance has been in the order of 26,000 to 32,000 visitors.

6.2.5 Historic Ships Building Centre

In February 1994, The Hamilton Ships Company of 1812 presented a proposal to establish a historic ship building centre. The proposal would be to build sailing vessels of the 1812 era in an 1812 boat yard area. Design of these historic vessels need only be changed to meet present safety standards and building specifications.

The compound area will be built like a stockade with lean-to shop areas around the perimeter. Under this cover will be a blacksmiths' shop, carpenters' shop, rigging shop, mast makers and canvas shop, and wood storage area. The ship itself would be built in the centre. Potential ships to be built would be replicas of The Hamilton (previously The Diana), The Scourge (previously The Lord Nelson), and the HMS Wolfe.

This attraction is ideally placed in the waterfront village near a pier and the Hamilton-Scourge Museum. The compound must be 0.40 ha. (1.0 acres) in size, adjacent to water for launching vessels, and have a docking facility.

6.2.6 Great Lakes Aquarium

The Great Lakes contain 20% of the world's fresh water and are one of the most significant water systems in the world. The outstanding natural and cultural aspects of this valuable resource is best presented by way of a world-class aquarium, highlighting indigenous species and encouraging full interaction of the visitor with all displays and features.

Many aquariums have been built and operated by the private sector. Some examples are The Tennessee Aquarium, Chattanooga, Tennessee, Aquarium of the Americas, New Orleans, Louisiana, and the National Aquarium in Baltimore, Maryland. In association with the Hamilton-Scourge Project, these two features create an attraction unique to Hamilton and its environment.

6.2.7 Outdoor Amphitheatre

An outdoor amphitheatre is required for a variety of events. A professional stage would accommodate the Hamilton Philharmonic Orchestra, touring bands, and theatrical performances. This facility should be related to T. B. McQuesten Multicultural Gardens, other outdoor venues, and a hotel. With the many celebrations and special events at the multicultural gardens, the amphitheatre should be designed to accommodate the variety of events.

The requirements are as follows:

- seating and lawn area: 6,000-8,000 people
- area required: 3.2 hectares (7.8 acres)
- parking required: 830-1340 cars

6.2.8 Aviary

The aviary would be a new facility exhibiting birds from around the world. This may involve a relocation from the existing facility at Dundurn Castle due to the restoration programme being implemented at the castle and Dundurn Park.

6.2.9 Crystal Palace

The Crystal Palace is a glass house that would display horticultural exhibits. It is presently proposed for Commonwealth Square. With the construction of T. B. McQuesten Multicultural Gardens in the West Harbourfront Precinct, this project may be better suited beside the gardens. The Crystal Palace provides an opportunity to propagate and maintain unusual and exotic plant species in a controlled environment. This facility would attract visitors all year round.

6.2.10 Canada Steel Science and Technology Centre

In 1988, a feasibility study was done for the Canada Steel Science and Technology Centre. This facility would be a museum/ science centre focusing on steel: its role in history, uses in modern life, and future potential in science, technology, and society. The projected annual attendance is 550,000. Project requirements are:

- building requirements - 12,000 sq.m. (130,000 sq. ft.); 1-2 hectares (3 acres)
- minimum area required - 2.8 hectares (7 acres); parking 125 cars

6.2.11 Children's Museum (new facility)

The Department of Culture and Recreation have identified a need to construct a new Children's Museum. The programming of the new museum would make it compatible with some of the facilities proposed for the West Harbourfront Precinct. Therefore, consideration should be given to having it built in the precinct.

The projected annual attendance is 90,000 - 120,000. The building requirements are for 1860 sq. m. (20,000 sq. ft.) of space.

6.3 TRANSPORTATION

6.3.1 CN Main line

Two CN mainlines must remain through the West Harbourfront Precinct. The alignment and right-of-way (R.O.W.) for these lines may be adjusted to suit the redevelopment of the marshalling yard.

CN requires that any development adhere to the following criteria:

Setbacks:

- commercial development: site specific
- industrial development: site specific
- residential development and places of public assembly: 30 metres (98 ft.) plus berm

Clearances:

- minimum overhead clearance is 7.01 metres (23 ft.) from top of rail
- minimum side clearance to nearest obstruction is
 - 5.49 metres (18 ft.) from centre line of track where a maintenance roadway is not required
 - 7.92 metres (26 ft.) from centre line of track where a maintenance roadway is required

- multiple tracks require separation of 4.23 metres (14 ft.) between track centres (additional separation on curves)

Slopes:

- standard slope is 2:1

Tunnel:

A tunnel length of 150m (492 ft.) may be acceptable to CN.

These criteria can be used for preliminary planning purposes; however, each site may have specific attributes that have to be considered.

6.3.2 Perimeter Road

The proposed Perimeter Road is a four-lane, divided, limited access, urban roadway from Victoria Avenue to Highway 403. In 1990, Regional Council approved, in principle, its alignment. The recently issued draft report of the Regional Transportation Review proposes a staged approach to construction, subject to available funding.

Option 1 would be a new two-way, four-lane roadway from Wellington St. N. to Bay St. N. with some minor improvements to Bay St. N. Option 2 would involve major reconstruction of Bay St. N. and widening of York Blvd. with the construction of a full interchange at Highway 403. Option 3 is the full facility. Based on these options, the WHDS plan shows a connection from Bay St. N. and Strachan St. to Bay St. N. and Cannon St. W. along a R.O.W. that would parallel Bay St. N. on its west side. From this point, the traffic would

flow westerly along Cannon St. W. to York Blvd. to Highway 403. East-bound traffic would follow York Blvd. to Bay St. N. and proceed northerly to the Perimeter Road at Cannon St. W.

Specific road criteria have not been developed. For this study, the following criteria have been prepared based on the existing design of York Blvd. between Queen St. N. and Guelph Rd.:

4 lanes and a boulevard:
R.O.W. = 26.2m (86 ft.)

6 lanes and a boulevard:
R.O.W. = 36.5m (120 ft.)

A pedestrian underpass is required under Bay St. N. and Cannon St. W. to facilitate the safe movement of pedestrians and bicyclists between the downtown and the West Harbourfront Precinct. This underpass should be a minimum of 6m (20 ft.) wide.

Option 3 of the Perimeter Road would follow the original route approved by Regional Council, being along the CN lands adjacent to the harbour. A corridor of 45m (150 ft.) width on straight sections and 60m (200 ft.) on curved sections would be reserved for option 3 of the Perimeter Road and two main line tracks. The road would be placed adjacent to the CN main lines and set back from the water's edge to enable public access to the harbour.

6.3.3 Municipal Streets

Design criteria for proposed municipal streets will be determined under another study. For preliminary planning purposes for the WHDS, the following criteria has been used:

Road allowance: 20.1m
Description: 2 drive lanes and 1
on-street parking lane
Pavement Width: 9.1m

6.3.4 Bicycle Lanes

All streets should be designed for road sharing between motorists and cyclists. Special bicycle lanes should be considered where appropriate according to the Region's Bicycle Plan, as amended from time to time.

6.3.5 Water Taxi

Water taxi terminals should be incorporated at various locations around the harbour, such as Dundurn Park, Bayfront Park, Pier 4 Park, Pier 8, LaSalle Park (Burlington) and the Canadian Centre for Inland Waters (Burlington).

6.3.6 Marinas

The four marinas in the West Harbourfront Precinct are the Royal Hamilton Yacht Club, Harbour West Marina Complex, MacDonald Marine Services, and Macassa Bay Yacht Club. The current capacity at all sites is sufficient to handle anticipated demand, therefore, a new marina is not necessary.

At the Harbour West Marina Complex, there are 385 fully serviced slips and 145 off-shore mooring spaces. In 1994, approximately 66% of these spaces were rented. The master plan for this complex provides for an additional 200 fully serviced slips.

MacDonald Marine Services has 120 boat slips and requirements for an additional 50. Macassa Bay Yacht Club has 220 boat slips and a demand for an additional 78. These

additional slips could be accommodated in Macassa Bay. The expansion may require a realignment of some existing docks.

6.3.7 Transient Boaters

Transient boater facilities are currently available at Harbour West Marina and MacDonald Marine Services, and there is a public boat launch at Bayfront Park. At this time, it is not necessary to provide another facility.

6.3.8 Tall Ship and Cruise Ship Dockage

The pier at Pier 4 Park does not facilitate the docking of tall ships and cruise ships. Presently, these ships can only dock at Pier 8, which is an industrial pier. Docking facilities should be provided in the vicinity of the redeveloped railway lands to provide water access to major attractions. A new pier/wharf approximately 30m x 200m (98 x 650 ft.) projecting into the harbour is proposed. The pier should permit rowing boats to pass underneath. The end of the pier could have a lighthouse to mark the end.

6.3.9 Sea Plane Dockage

Sea planes are increasingly being used by individuals and corporations for pleasure and business travel. Currently, Hamilton is not listed as a port of call in *"Small Craft. Harbours of Ontario"* and *"Canada Flight Supplement: Water Aerodrome-Sea Plane"*. It is recommended that sea plane dockage be incorporated into the Harbour West Marina complex.

6.4 PARKING

On-street parking should be permitted on all municipal streets in the West Harbourfront Precinct, and the development of surface parking lots should be limited. The majority of parking should be in underground or above-ground multi-storey parking garages. These garages are to be incorporated with in major structures and/or built within existing slopes to minimize visibility.

All parking lots should meet the requirements outlined in the City of Hamilton zoning by-laws. For preliminary planning purposes, the following standards have been used:

<u>Use</u>	<u>Min. Parking Spaces Required</u>
a) townhouse dwelling, maisonette dwelling	1.5 spaces per class A dwelling unit
b) multiple dwelling	1.25 spaces per class A dwelling unit
c) hotel	1 space per guest room

d) museum	- no parking spaces are required under the zoning by-law - for this study, the following formula has been used: $\text{peak estimate of visitors} \times 80\% \div 3$ = no. of parking spaces
e) professional offices	1 space per 19 sq.m. (205 sq.ft.) of floor area
f) restaurant, theatre, or any place of assembly for commercial use	1 space per 6 persons who may be lawfully accommodated
g) retail store, service shop, or any other commercial use not mentioned above	1 space per 31 sq.m. (325 ft.) of floor area for that portion of the floor area between 450-3,700 sq.m. and additional 1 space per 17 sq.m. (183 ft.) for floor area between 3700-12,800 sq.m.

6.5 WATERFRONT TRAIL

A waterfront trail will be provided from Cootes Paradise to Ferguson Ave. This trail will be hard surfaced (i.e., asphalt paved) and a minimum of 6 metres (20 ft.) wide. It will be constructed similar to the walkway in Bayfront Park, using similar lights, benches, signage, and other landscape elements. This standard may be reduced where the trail crosses Harbour West Marina and/or follows Guise St. and Dock Service Rd.

6.6 RESIDENTIAL AND COMMERCIAL DEVELOPMENTS

Provision will be made for residential development by the private sector. New developments would be in the vicinity of

existing residential neighbourhoods and of a scale, height, and architectural character that is similar to or compatible with existing neighbourhoods.

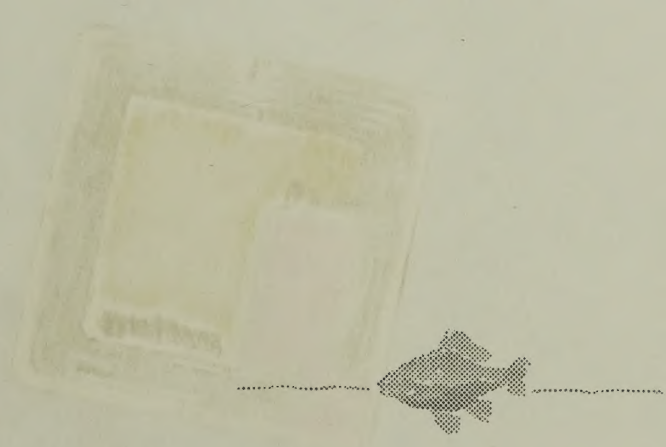
Provisions will be made for commercial development by the private sector. These would include specialty retail, food and drink, and service enterprises that are compatible with the programming of the various districts in the West Harbourfront Precinct. Limited office space opportunities will also be provided. These commercial developments are intended to serve the West Harbourfront Precinct and are not intended to replace the functions of the downtown and Jamesville commercial districts.

A location for a 250-room hotel with associated facilities should be identified.

6.7 CONCLUSION

The programme elements described in this chapter are intended to convey the type of elements that may be developed in the West Harbourfront Precinct. The facility

requirements are preliminary estimates to convey the potential size that the facility may require. This information is provided to help explain the concept plan. The actual facility requirements would be determined by a detailed feasibility study for each facility.





Chapter 7

West Harbourfront Precinct Concept Plan

Chapter 7

WEST HARBOURFRONT PRECINCT CONCEPT PLAN

7.1 INTRODUCTION

On June 27, 1995, a draft concept plan and three-dimensional presentation model (see Figure 7) for the redevelopment of the West Harbourfront Precinct was unveiled before City Council. This plan was presented to the general public and stakeholders and based on these presentations and additional review, the draft concept plan was refined and a final concept plan was prepared. The concept plan and model explain the overall vision for transforming the existing railway and industrial lands into a dynamic multi-use development. Key objectives of this plan include: maximizing public access to the harbour; increasing residential, commercial, and retail opportunities; creating new parkland and recreational elements; enhancing tourism; and improving the image of Hamilton.

In this chapter, the final concept plan is described in detail. Drawing No. 8 illustrates the proposed land uses for the West Harbourfront Precinct with the CN railway yard relocated. For the purposes of describing

the concept plan, the West Harbourfront Precinct has been divided into 15 districts based on existing cultural heritage landscapes, existing and proposed land uses, and future development zones. These districts are shown on Drawing No. 10 and described in Appendix D. Drawing No. 11 illustrates a concept plan for the redevelopment of the West Harbourfront Precinct if the CN marshalling yard is relocated. Sections 7.4 and 7.5 describe the concept for public access to the harbour and the transportation systems for the West Harbourfront Precinct. Sections 7.6 to 7.21 describe the concept plan for each of the districts.

7.2 CONCEPT PLAN OVERVIEW

The proposed concept plan for Hamilton's West Harbourfront Precinct promotes the creation of a unique "people place" with maximum access to the harbour, strongly linked to the downtown, with new residential and commercial developments that are compatible in scale and character to adjacent

neighbourhoods. The key aspect of the plan is the relocation of the CN marshalling yard on Stuart St. While two main lines will remain, the removal of the rail yard will provide up to 40.5 hectares (100 acres) of waterfront land for redevelopment. Industrial lands adjacent to the rail yard are included in the concept and contribute to the acreage for redevelopment.

Public use and enjoyment of the west harbour is a primary objective. The plan features a 6 km-long (3.7 mi.) paved trail along the shore from Eastwood Park to Cootes Paradise and over the Desjardins Canal to link up with the new Lake Ontario Waterfront Trail in Burlington. The expanded trail system will provide residents with convenient access to significant natural areas including Cootes Paradise and the Royal Botanical Gardens. With eco-tourism becoming more popular, this trail would encourage more visitors to come, to stay, and shop in Hamilton.

Increasing tourism in the region and improving the image of the community are two strategies identified by The Renaissance Project. In response to this, the concept plan for the West Harbourfront Precinct designates space for a variety of special attractions, such as horticultural gardens, an outdoor amphitheatre, maritime interpretive centre, shops, cafes and restaurants. Special attractions are proposed to be superior in quality to enhance the city's image, entertain residents, and attract tourists.

7.3 MULTI-USE SPORTS COMPLEX

From the feasibility study, Eastwood Park has been identified as the most suitable site for a future multi-use sports complex within the West Harbourfront Precinct. Before any

serious consideration be given to this site, or any other within the City or Region, a long list of candidate sites would be subjected to detailed site criteria analysis and market feasibility studies. As an outcome of these studies, the Eastwood Park site could be dropped from further review. Given that a final decision on this issue has not been made, the concept plan for the West Harbourfront Precinct does not show the sports complex, but rather represents Eastwood Park as it presently exists.

7.4 PUBLIC ACCESS TO THE HARBOUR

A primary objective is to maximize public access to the harbour and its shoreline. A key component of the concept plan is a paved pedestrian/bicycle trail that extends from Eastwood Park to Cootes Paradise and across the Desjardins Canal to Valley Inn Rd., where the trail would link with the new Lake Ontario Waterfront Trail in Burlington. The trail would be accessible to people in wheelchairs and on roller blades. The total length would add approximately 6 kilometres (3.7 miles) to the City's trail system.

Eastwood Park to Pier 4 Park

The primary trail in the West Harbourfront Precinct would begin on the east side of Eastwood Park on Ferguson Ave. N. It would link with the proposed trail for Ferguson Ave., which will connect the waterfront area to the North End E. and Beasley Neighbourhoods, the downtown core at the International Village, the Corktown Neighbourhood, and the Niagara Escarpment via the Jolley Cut and Sam Lawrence Park.



Figure 7: Model of the West Harbourfront Precinct concept plan. The Gardens District is in the centre of the model, the downtown area is shown at lower right, and Bayfront Park is at top centre.

From Ferguson Ave., the primary trail would follow Dock Service Rd. to Guise St., along Guise St. to Leander Dr., and into Pier 4 Park. Secondary trails would be created in Harbour West Marina. The existing park at Pier 8 provides public access to view the harbour. In Pier 4 Park, the paved trail around the perimeter of the park, connects the boardwalk pier at the northwest end of the park and Hamiltonian Pier at the northeast end of the park.

Pier 4 Park to Bayfront Park

A 6m (20 ft.) wide asphalt paved trail was constructed in 1993, which provides public access between Pier 4 Park and Bayfront Park and around the perimeter of Bayfront Park. Future plans include unrestricted public access across the land currently used by MacDonald Marine Services and a second loop in Bayfront Park on its upper plateau (see also Chapter 8).

Bayfront to Beasley's Landing

This area is currently occupied by the CN Stuart St. marshall yard and represents the greatest opportunity for redevelopment. Paramount to any redevelopment scheme is the requirement of a 15m wide public corridor adjacent to the water's edge for the creation of a trail with observation and lookout stations. The trail would be a minimum of 6m (20 ft.) wide, hard surfaced, and designed to co-ordinate with the adjacent development and the rest of the trail. Secondary trails would connect the waterfront to the downtown through the multicultural gardens, and to Dundurn Park via a bridge over the CN main lines at Locke St. and Dundurn Castle.

Beasley's Landing to Cootes Paradise

The trail would follow the shoreline through the natural area of the West Harbourfront Precinct in a corridor that is 15m (50 ft.) wide. The trail would be 6m (20 ft.) wide, asphalt paved, with lighting, benches, trash receptacles, signage, and public security telephones. The design of the trail and furnishings would match those existing at Bayfront Park.

At the Desjardins Canal, the topography is too steep to build a trail on grade. In the canal area, a boardwalk is required to link the harbour trail with Cootes Paradise. The structure would be 6m (20 ft.) wide and designed to support service vehicles.

At Cootes Paradise and the Desjardins Canal, a fishway was constructed in 1995 by the Fish and Wildlife Habitat Restoration Project. As part of this project, a bridge was built over Chedoke Creek and a construction road joined Longwood Rd. to the Desjardins Canal. The City will be paving this road and installing lights and other site furnishings in 1996 to provide public access from Princess Point to the Desjardins Canal.

Desjardins Canal to Valley Inn Rd.

At the harbour side of the Desjardins Canal, the trail would rise up the side of Burlington Heights to York Blvd. It would then cross over the T. B. McQuesten (High Level) Bridge and follow York Blvd. to Valley Inn Rd., down Valley Inn Rd. to Woodland Cemetery and Spring Gardens. At this point, the trail would link with trails leading to the Royal Botanical Gardens and to the Lake Ontario Waterfront Trail developed and opened by the

opened by the Waterfront Regeneration Trust in May 1995. The trail on York Blvd. would also branch off at Old Guelph Rd., where it would connect with other trails at the Royal Botanical Gardens Arboretum.

7.5 TRANSPORTATION

7.5.1 CN Main line

CN requires that two main line tracks be maintained through the West Harbourfront Precinct. In order to maximize the area for redevelopment, these tracks are proposed to be reconstructed close to the bottom of the slope at the southern edge of the CN property.

A number of bridges are proposed over the CN tracks to connect the new waterfront development areas with the existing neighbourhoods to the south. Pedestrian bridges are proposed at Dundurn Castle and Bay St. N. A vehicular and pedestrian bridge at Locke St. would provide access to a parking structure proposed for the major attraction. A structure at Queen St. N. enables the gardens to be connected to the amphitheatre and for Queen St. N. to be extended into the new development area.

7.5.2 Perimeter Rd.

The concept plan is based on Option 1 and 2 of the Perimeter Rd. connecting Burlington St. W. at Bay St. N. From this point, traffic would continue along Cannon St. W. and York Blvd. to a new interchange at Highway 403. Bay St. N. would connect to the Perimeter Rd. at Cannon St. W. and at Strachan St. A portion of Bay St. N. parallel to the Perimeter Rd. would be joined to Stuart St. and Mulberry St. and provide only local access to

existing properties on Bay St. N.

A pedestrian underpass is proposed under the intersection of Cannon St. W. and Bay St. N. This would be a wide, well lighted, landscaped feature that provides a safe pedestrian link between the downtown and the gardens.

The reconstructed Bay St. N. is shown with a treed boulevard in the centre. The character of the road in this area would be similar to York Blvd. If Option 3 of the Perimeter Rd. is required, the corridor would be adjacent to the CN main lines on the northern side.

7.5.3 Municipal Streets

The following changes to existing streets are required due to the implementation of the Perimeter Rd.:

- Bay St. N. alignment would be altered; and,
- MacNab St., Ferguson Ave. N. and Wellington St. N. would not cross over the Perimeter Road.

The following changes to existing streets are proposed under the concept plan for the West Harbourfront Precinct:

- Barton St. W. would be terminated between Queen St. N. and the Perimeter Rd. for the multicultural gardens;
- Hess St. N. would be realigned north of Cannon St. W. to Queen St. N., and this portion would become two way;
- Queen St. N. would extend over the

north of York Blvd. would become two way;

Except as noted above, municipal streets in the area bounded by Queen St. N., Cannon St. W., the Perimeter Rd. and the CN tracks would be eliminated and replaced with a new street network as shown on the concept plan; and

Guisse St. and Dock Service Rd. would be upgraded to include a bicycle lane, new pavement, waterfront lighting, and signage.

Bay St. N. would have a cul-de-sac at Wood St.

New municipal streets are proposed in the redevelopment areas north of Barton St. W. and north of the CN tracks. Access to the area north of the tracks would be via Harbourfront Dr. and Queen St. N. An extension to Stuart St. is proposed between MacNab St. N. and James St. N.

7.5.4 Bicycles

Bicycle lanes and/or wider curb lanes would be incorporated into new streets in accordance with the Region's Bicycle Transportation Study.

7.5.5 People Movers / Tourist Rail

Drawing No. 9 illustrates the potential for a people mover system in the West Harbourfront Precinct. The potential exists for a surface rail system parallel to the CN main lines. Stations could be at Beasley's Landing (the major attraction), the Bayfront District, and the CN

station. The rail system could be extended to Pier 10 with stations at Wellington St. N. and Dock Service Rd.

A rubber-tired people mover could service the Bayfront District, Bayfront Park, Macassa Bay, Pier 4 Park, and Harbour West Marina. Extending this service to Pier 10 would provide a loop system with the rail service. A Hamilton Street Railway (HSR) stop at the CN station could connect the rail system with Jamesville and the downtown core. Presently, two eastbound and two westbound passenger trains pass by the CN station each day. The potential exists to re-establish arrivals and departures from this station to move people to/from the precinct.

Water taxi terminals are proposed at Dundurn Park (Beasley's Landing), Bayfront Park, Pier 4 Park, Pier 8, La Salle Park (Burlington), and the Canadian Centre for Inland Waters (Burlington) to provide public transportation across Hamilton Harbour.

7.6 BURLINGTON HEIGHTS DISTRICT

The vision for the West Harbourfront Precinct includes protecting the existing natural and heritage aspects of this district. A number of islands are proposed offshore in the vicinity of Harvey Park to provide fish and wildlife habitats. This is a project of the Fish and Wildlife Habitat Restoration Project.

As described in Section 7.4, a trail is proposed along the shoreline to provide public access to Cootes Paradise, the Desjardins Canal, and Hamilton Harbour. Along Hamilton Harbour, two railway main lines will be maintained. A bridge and walkway is proposed over the CN

two railway main lines will be maintained. A bridge and walkway is proposed over the CN tracks to provide access between Dundurn Castle and the proposed Historic District. This bridge and walkway would be designed in a style that is compatible to the 1812-1850 period.

The Department of Culture and Recreation intend to restore the landscape in Dundurn Park and the Gardener's Cottage to match the restoration of Dundurn Castle. These plans are consistent with the vision for the West Harbourfront Precinct.

7.7 STRATHCONA DISTRICT

No changes are proposed to the existing residential character of this district.

7.8 BARTON - LOCKE DISTRICT

Low-density, multiple-dwelling residential development is encouraged in this district. The proposed buildings would be a maximum of four stories in height and the architectural character would reflect the Victorian vernacular style found in the adjacent Strathcona District.

A requirement of any is the extension of Crooks, Magill, Ray, Oxford, and Greig Streets to the top of the embankment by way of new streets or walkways. This feature will integrate the new development to the existing neighbourhood, allow views to the harbour, and provide public access to the top of the embankment.

A street and a parking lot are proposed at the top of the slope to enable the public to view the harbour. Locke St. N. would be extended

over the CN tracks to provide access to the parking garage that is proposed as part of the major attraction.

All parking required for the new developments would be in underground garages. These structures could take advantage of the topography and have their northern facades exposed to the harbour to provide natural light into the garages and views out to the scenic harbour.

This district could potentially include 663 new dwellings. Representing potentially 995 new residents to this neighbourhood.

7.9 GARDENS DISTRICT

Multicultural Gardens

The main feature of the Gardens District will be the yet to be named Multicultural Gardens. The gardens begin at the corner of Bay St. N. and Cannon St. W. and extend towards the amphitheatre in the Special Attractions District. The gardens are located in the area where the City owns the majority of property. The gently sloping topography in this area is ideally suited for the development of the gardens.

In this location, the gardens are centrally located between the downtown, waterfront, and existing neighbourhoods and separate residential and commercial land uses. This large green space would open up a strong sight line from the high lands at Bay St. N. and Cannon St. W., thus visually connecting the downtown to the waterfront and vice versa, and the diagonal alignment provides a direct route for visitors in the Special Attractions District to the downtown. The cultural centre

is placed on the terminus of Barton St. W. to serve as a focal point and a convenient point of entry.

The gardens project (identified elsewhere as the T. B. McQuesten Multicultural Gardens) has an approved concept plan, approved capital budget, a dedicated steering committee, and over twenty cultural groups who are participating in this project. The gardens can be advanced immediately to help initiate the redevelopment of the West Harbourfront Precinct and enhance tourism and economic benefits to the City. The gardens represent one of the most significant green spaces of the West Harbourfront Precinct Concept Plan.

With the development of the gardens in the West Harbourfront Precinct, an opportunity exists to review the development of the Crystal Palace proposed for Commonwealth Square. Combining the Crystal Palace with the gardens and cultural centre may be an ideal partnership that can minimize development and operating costs with shared-use facilities.

Peace Plaza

The Peace Plaza and Peace Grove are placed at the corner of Bay St. N. and Cannon St. W. where they serve as a point of entry to the Gardens District, and where passing motorists on the Perimeter Rd., Cannon St. W., and Bay St. N. can see this memorial.

Access and Central Park

A 150m-wide (492 ft.) structure over the CN tracks provides access between the gardens and amphitheatre areas. At the southwest corner, Hess St. would be connected to Queen St., which is one of the two main roads into

the redevelopment areas of the railway lands. A new Central Park would be constructed as a neighbourhood park between Queen St. N. and Hess St. N. This park would facilitate all existing park components including neighbourhood play structures, fields, and courts.

Residential and Commercial Development

Along the north, west, and south sides of the gardens, low density, multiple-dwelling residential buildings will be encouraged. These will be a maximum of four stories high and ideally have an architectural character that reflects the character of the classical gardens. Ideally, this district could potentially include 228 new dwellings representing potentially 342 new residents to this area along Bay St. N., space is allocated for retail development. Potentially, 3,600 sq.m. (38,800 sq. ft.) of new commercial development could occur here.

Parking is proposed to be in underground garages to maximize the green space at street level.

7.10 BAY STEET DISTRICT

A primary feature of this district is a transportation corridor for Options 1 and 2 of the Perimeter Rd. The road connects with Cannon St. W. at Bay St. N. to permit easy access for east and westbound traffic. The alignment of the Perimeter Rd. is west of Bay St. N. to provide an adequate buffer from the existing residential area. At the CN tracks, the road curves and follows the previously approved route to Burlington St. Intersections are proposed at Barton St. W. and Bay St. N. at Strachan St. Bay St. N. between Stuart St.

and Mulberry St. would provide local access to the existing properties. A pedestrian underpass is proposed at Bay St. N. and Cannon St. W. to facilitate safe and convenient crossings between the downtown and multicultural gardens.

Mixed-use low to medium density residential, retail, and commercial developments are proposed along the west side of the Perimeter Rd. Residents and visitors to these developments would enjoy convenient access via the Perimeter Rd. and spectacular views of the Gardens and the harbour.

Commercial and retail opportunities are intended to serve the waterfront community's needs and not duplicate the retail and services functions of the downtown. It is anticipated that the character and range of shops, restaurants and trades would have an international flavour due to the proximity to the gardens project. Building heights would not exceed six stories.

This district could potentially include 20,200 sq.m. (217,450 sq.ft.) of commercial and retail developments, and 487 new dwellings. This represents potentially 798 new workers and 730 new residents to this area. The increased tourism to the newly developed West Harbourfront Precinct could necessitate the demand for another hotel and related facilities. The northwest corner of this district would be ideal for a 250-room hotel being close to the Perimeter Rd. and having spectacular views to the harbour and multicultural gardens. The building height would not exceed ten stories. Parking will be accommodated in garages as part of each new building complex.

7.11 HISTORIC DISTRICT

The concept for the historic district is to recreate a waterfront village heavily focused around Great Lakes trading, shipbuilding, and the naval aspects of the War of 1812. This attraction would entertain tourists and residents and provide opportunities for historic interpretation and education.

The theme would be expressed through architecture, programming, food service and specialty retail. An historic shipbuilding centre and displays could be the primary attraction in the village with hands-on demonstrations on how the ships were built in 1812. Throughout the village, costumed interpreters could explain historic events and the life back in 1812. Military pageants, naval ceremonies and re-enactments of naval engagements from the War of 1812 could be offered on a regular basis to encourage attendance.

Opportunities would be provided for related, yet diverse, retailing which might include a ships' chandlery shop, period arts and crafts, general and marine antiques and a clothing shop with period and marine clothing. Artisans may make and sell their wares on the site as they might have done in 1812. Barracks-style accommodation could be provided for seasonal employees and students at the shipbuilding centre.

Extending into the harbour is a large pier with a lighthouse at its terminus. This pier would provide public access over the water and a docking facility for tall ships, cruise ships, and a local water taxi. Vessels constructed at the ship building centre could dock at the wharf. The pier could be designed to support a

variety of boutiques and cafés.

A bridge over the CN tracks, a waterfront walkway, and public plazas would enable residents and tourists to move easily between Dundurn Castle, the village, and the Special Attractions District. The village could have the potential for 31,000 sq.m. (333,700 sq. ft.) of food service and retail space.

To commemorate the early settlement of Richard Beasley, the village and wharf could be known as Beasley's Landing. The concept for Beasley's Landing is compatible with Dundurn Castle and the Hamilton-Scourge museum proposed for the adjacent Special Attractions District.

The Economic Planning Group (EPG) stated in its *Economic Impact Study for the Hamilton-Scourge Museum* that "it is the fully developed museum/lakeport concept that has the potential to provide a demand factor to generate and maintain strong attendance levels. It would have the necessary "critical mass" to become a major attraction, drawing strongly from both resident and tourist markets in the region". EPG, 1988, (pg. 4)

7.12 SPECIAL ATTRACTIONS DISTRICT

Located on one of the most picturesque spots of the Great Lakes, this district is central to the future multicultural gardens, Historic District and Bayfront Park, and has the downtown skyline of the city as its backdrop.

At the outset of this project (see Chapter 2) a number of strategies were identified, including:

- developing tourism on many levels
- maintaining balance, emphasize the unique
- improving the social environment
- providing world-class facilities

The Special Attractions District has been identified as the best location to develop unique attractions to maximize tourism and enhance the national and international image of the City of Hamilton. The dominant features include a major attractions complex, outdoor amphitheatre, specialty retail shops and waterside cafés. Figure 8 is a photograph of the model showing the Special Attractions District and adjacent districts.

Major Attractions Complex

There are many possibilities for the major attractions complex to become Hamilton's signature building, just as the Sydney Opera House, Eiffel Tower, and CN Tower are identified with their respective cities. It can be a dynamic Great Lakes Heritage Centre focusing on the history, ecology, and maritime activities on the Great Lakes.

This complex could exhibit the Hamilton and Scourge, two War of 1812 warships discovered in excellent condition at the bottom of Lake Ontario. These ships are world famous and already generate significant international interest. If this museum is built in the West Harbourfront Precinct, visitors would not only see a unique exhibit, but could experience life in the waterfront village proposed for the Historic District. Here, a visitor could witness the rebuilding of the HMS Wolfe, the flag ship of the British Navy during the War of 1812, or could sail around the harbour in a replica of the Scourge. A

short walk to the top of Burlington Heights allows visitors to investigate the defensive sites of the British forces in 1813.

As part of the Great Lakes Heritage Centre, a new military museum could be constructed to describe the War of 1812 in detail, as well as other wars in which Canada has participated. Exhibits could also explain Hamilton's contribution to the war effort. A new IMAX theatre could bring visitors right into the centre of battle. Spectacular films could also reveal the inside of the Hamilton and Scourge and show the story of the raising of these magnificent ships.

Another related attraction could be a freshwater aquarium complex to exhibit the marine life and ecosystems of the Great Lakes and display the technologies being employed for the remediation of Hamilton Harbour. The Great Lakes hold approximately 20% of the world's total freshwater supply. This is truly a precious resource that is to be treasured and properly presented to the public. Other potential exhibits could include a museum on the history of shipping, a new aviary, or the Canada Steel Science and Technology Centre, which would focus on the production and use of steel.

Outdoor Amphitheatre

An outdoor amphitheatre is proposed next to the major attractions complex at the northern end of the multicultural gardens. This is shown on Figure 9. This open-air facility could be designed for 6,000-8,000 spectators. The stage and amphitheatre could be built in a classical Greek architectural style to recall the historic Greek forum and complement the gardens. The sloping spectator seating area

takes advantage of the grade difference between the top of the bridge over the CN tracks and the plaza level near the water's edge.

Specialty Retail Shops and Food Services

Ancillary to the major attractions complex and amphitheatre, visitors would have opportunities to visit gift shops or sit at a waterside café. Public plazas and squares would be filled with street performers to bring the place to life and entertain residents and tourists. All buildings will be set back from the water's edge to allow for a public walkway at the shoreline. A pedestrian bridge will provide access over the channel to Bayfront Park. This link would minimize the need to provide similar attractions, specialty retail and food services in the park. The bridge would be designed to ensure that power boats and rowing craft could pass underneath.

7.13 BAYFRONT DISTRICT

A new residential community is envisioned on a portion of the CN marshalling yards next to Bayfront Park overlooking the bay. This community would be comprised of low-density multiple-storey buildings with views to the harbour and green space connections to the park and waterfront trails. The lower floors would be occupied by retail uses with residential uses in the upper floors. Parking would be in garages. A multi-storey public parking garage near the Perimeter Rd. would provide parking for visitors to Bayfront Park and the special attractions in the West Harbourfront Precinct.

Beside the public boat launch at Bayfront Park, a new facility is proposed for the



Figure 8: Detail of the model showing the redeveloped marshalling yard. The Bayfront and Special Attractions Districts are in the centre, the Bay Street District at the left, and Bayfront Park at the right.

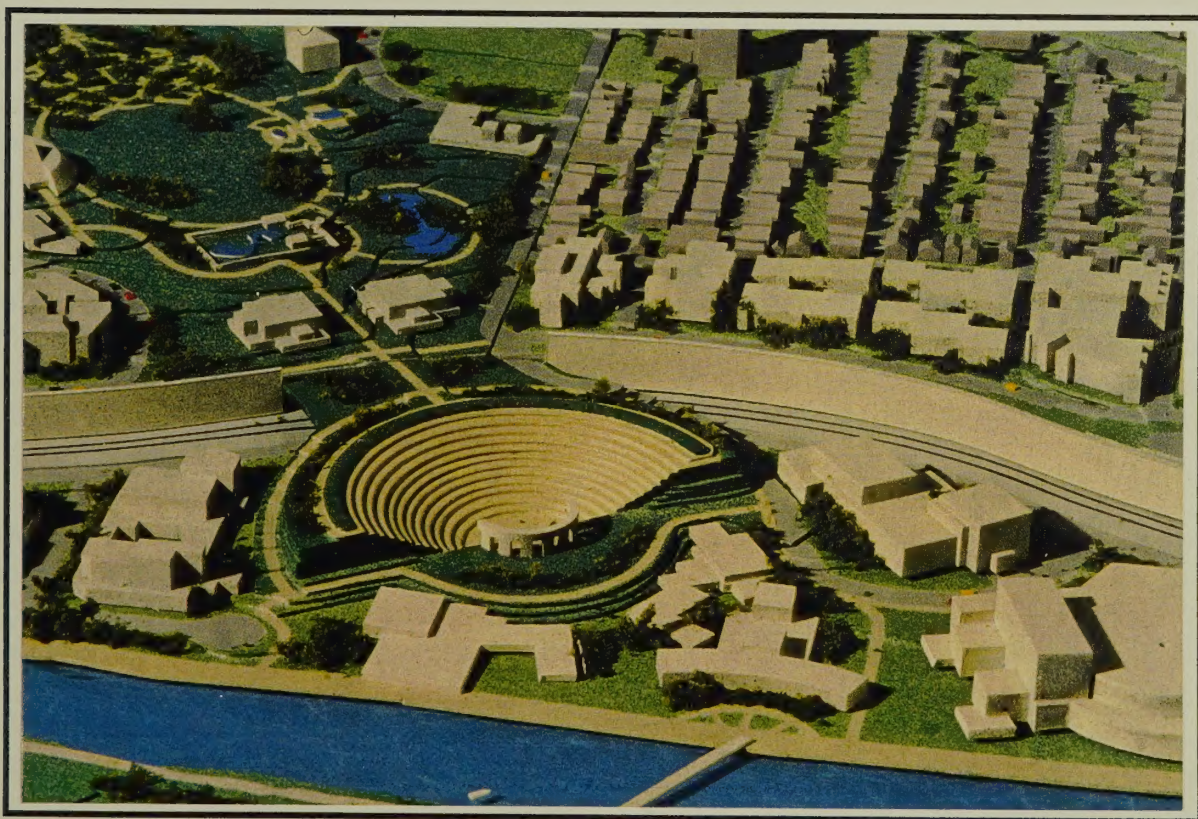


Figure 9: Detail of the model showing the amphitheatre and the Special Attractions District in the foreground, with the Gardens District at top left, and the Barton-Locke District at right centre.

Leander Rowing Club and a new facility for the city's parks maintenance operations.

The buildings would be a maximum of four stories high. This district could see 421 new dwellings which represent approximately 632 new residents to this area.

7.14 CN STATION DISTRICT

This district will see a number of changes that will integrate the new developments of the West Harbourfront Precinct with the existing neighbourhoods. The reduction of railway tracks to two main lines and construction of the Perimeter Rd. represent the most dramatic changes to the transportation system. Bay St. N., Strachan St. and MacNab St. will be altered due to the Perimeter Rd.

In 1994, Stuart St. was reconstructed under a community improvement programme that included traditional-style lighting, landscaped boulevards, and trees. The Custom House is currently being renovated to become the Ontario Workers' Arts and Heritage Centre and is scheduled to be opened on Labour Day, 1996. Stuart St. is proposed to be extended to James St. N. to improve the access between the CN station and the West Harbourfront Precinct. A parking garage is proposed to be built into the hill on the north side of Stuart St. at James St. N.

The CN Station is currently abandoned and can accommodate a variety of uses, including mixed-use commercial, institutional, and recreational. The station could become a hub for public transit including passenger trains, HSR buses and a harbourfront transit system. The station would also include ancillary uses. Out front, the existing lawn area and parking

lot would be converted into a public park.

7.15 BAYFRONT PARK DISTRICT

Bayfront Park, overlooking the west harbour, was opened in 1993. It features a flat upper plateau that is ideal for festivals and picnics. Its grass slopes form a natural amphitheatre for viewing concerts and other programmed events. The lower 6-metre (20 foot) wide paved walkway around the park allows viewing of the many natural elements including a wetland, beach, native plantings and naturalized shoreline. The walkway is very popular with all people, including those in wheelchairs, on bicycles and roller blades. Other existing features include a public boat launch, parking for over 250 cars, lighting, and strategically placed benches to provide comfort while emphasizing the spectacular waterfront views. The existing conditions are shown on Drawing No. 12.

It is not intended for Bayfront Park to be intensively developed. Future plans call for a creative children's play area; washrooms, change rooms, food concession, first aid station, and sheltered assembly space all in one building; a main entrance building that could serve as a rental outlet and information kiosk; a paved walkway around the upper plateau area; drinking fountains; and a commissioned art piece.

The concept plan for Bayfront Park is shown on Drawing No. 13 and outlined in greater detail in Chapter 8.

7.16 MACASSA BAY DISTRICT

The Macassa Bay Yacht Club and MacDonald Marine Services operate marinas in Macassa

Bay and on City-owned lands adjacent to the bay. The concept for this area includes the continuation of marinas in the bay, but with changes to the alignment of docks and on-shore operations.

The intent is to secure open public access between Pier 4 Park and Bayfront Park. To achieve this, the marina work yard presently on the east side of the paved walkway would be eliminated and a new marina retail could be accommodated. Winter boat storage would be accommodated elsewhere as determined by the operator.

The area on the east side of the walkway would be available for retail development providing a variety of food and drink services to the public. Figure No. 10 illustrates an arrangement for these buildings and on-site parking. The architectural style of these buildings would ideally be Victorian or typical of waterfront architecture. The retail development area could be approximately 1,600 sq.m. (17,203 sq. ft.).

The Macassa Bay Yacht Club intend to construct a new club facility. Incorporating a restaurant with views to the marina in this facility would be a desirable feature. The architectural style of the club house and other buildings should match.

7.17 PIER 4 PARK DISTRICT

Pier 4 Park, opened in 1993, features a 24 metre (80 foot) tugboat as the centrepiece of an interactive water play area, a curved pier with pavilion, natural shoreline, and extensive trail linkages to the surrounding community. The former Gartshore Thomson building, circa 1870, was relocated in the park and renovated

to provide public washrooms and meeting rooms. The lower level and outside dry sail storage compound is used by the Hamilton Bay Sailing Club. The park contains many fully accessible amenities, such as benches, picnic tables, drinking fountains, lighting, and on-site parking.

At the northern end, the Hamilton Harbour Commissioners have built a large earth breakwater to protect the Harbour West Marina. This breakwater, called Hamiltonian Pier, provides public access out into the harbour. At the eastern end of Pier 4 Park is Bayview Park. Bayview Park provides playground equipment, a wading pool, and open play areas for children in the north end. Some of the best views of the harbour can be seen from Bayview Park.

No changes are proposed for this district except for the closing of Bay St. N. at Guise St. This will eliminate a hair-pin corner and to connect Pier 4 Park to Bayview Park.

7.18 HARBOUR WEST MARINA DISTRICT

Harbour West Marina, located between Piers 4 and 8, has been providing marina and dockyard services for over 50 years. Owned and operated by the Hamilton Harbour Commissioners, the marina offers fully serviced slips for 385 boats and off-shore mooring for 145 boats. Harbour West Sailing Adventures provide professional training in sailing and power boating.

The concept plan shows an expansion to this complex to include restaurants, cafés, specialty shops, and other points of interest. Improving public access through this area is a prime

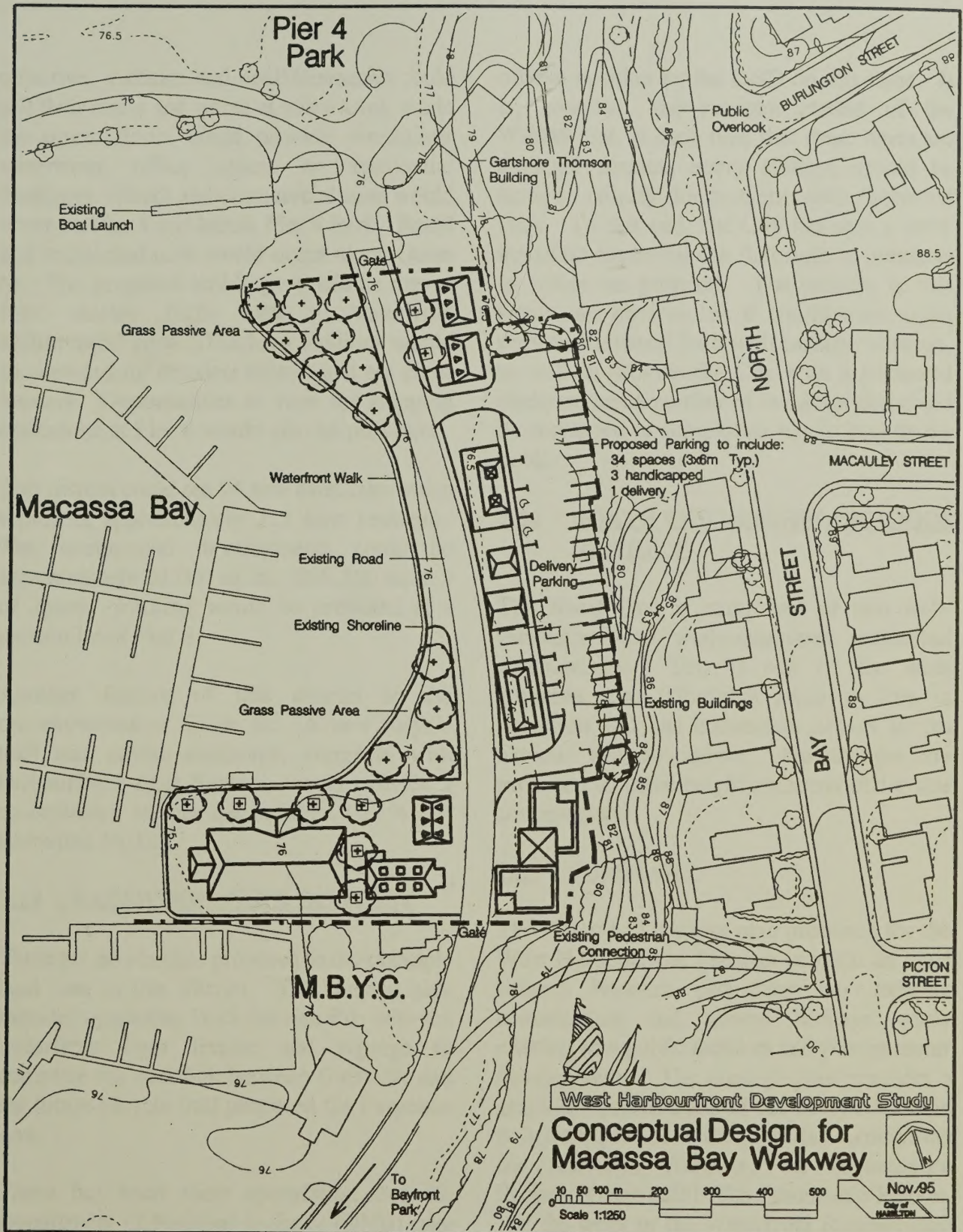


Figure 10: Conceptual Design for Macassa Bay Walkway

objective. Artisans and small businesses could sell their crafts and wares at plaza level, while the upper floors could provide prestigious waterfront office space or residential dwellings. Retail and commercial uses would occur on Pier 8 and beside Pier 4 Park. Retail and residential uses would occur along Guise St. The proposed buildings would be one to four stories high with a waterfront architectural style. Docking facilities would be provided for transient boaters and sea plane tourists. Opportunities to view the shipping operations at Pier 8 would also be provided.

This district could see 74 new dwellings which represent approximately 111 new residents. The commercial developments could be approximately 24,000 sq. m. (258,350 sq. ft.) of space. Parking would be provided at a surface lot at Pier 8.

Another feature of this district is the reconstruction of Guise St. A new bicycle trail and paved walkways, complete with harbourfront light fixtures, would provide a co-ordinated streetscape between Pier 4 and Eastwood Parks.

7.19 EASTWOOD PARK DISTRICT

There are no changes proposed to the principle land uses in this district. The concept plan includes upgrading Dock Service Rd. with the waterfront light fixture and signage to complete the trail link between Guise St. and the future bicycle trail proposed for Ferguson Ave.

There has been some speculation that the Department of National Defence (DND) may declare the HMCS Star redundant and the base may become surplus. There has been no

official position by the DND on this issue. It is, however, the recommendation of the WHDS that, at such time that these lands are declared surplus, every attempt should be made to reunify this property with Eastwood Park. To this end, the City has sent a letter the DND requesting the first right to purchase or refuse the property. The benefits to this action are obvious, as it would once again provide Eastwood Park with harbour frontage, as well as provide the City with a protected dockyard and a number of buildings that could be converted to some other use to benefit the public.

7.20 NORTH END NEIGHBOURHOODS DISTRICT

The North End is comprised of two well-established and well-maintained residential communities. This is one of the most attractive and affordable areas to live in Hamilton and has convenient access to the harbour and downtown. No changes are proposed to these neighbourhoods under this concept plan.

7.21 SUMMARY

The vision and concept plan proposed for the West Harbourfront Precinct provide an ideal balance between protecting our existing communities and unique heritage while creating new public facilities and private sector developments. The concept plan provides a graphic representation of the many ideas and policies expressed in the Remedial Action Plan for Hamilton Harbour, the Renaissance Project, Vision 2020: The Sustainable Region, and the work of the Waterfront Regeneration Trust. These ideas and policies have been evaluated by staff, stakeholders and citizens to

ensure that local concerns and interests have been addressed.

The concept plan designates the type of developments deemed appropriate and desirable in the West Harbourfront Precinct. This is not a final product, but rather the first step in a long process to reclaim the waterfront, improve the local economy, and change the image of the city. The vision is broad in scope and is intended to guide the planning and redevelopment of the west harbour lands over the next 20 to 30 years.

It is not the intent to have the City acquire all

of the required property in the West Harbourfront Precinct, nor act as the principal developer. The City has initiated the WHDS to arrive at a "made in Hamilton" vision for this valuable resource. This concept plan represents an exciting opportunity for Hamilton to develop a unique and long-awaited waterfront for its citizens. Its attention to planning, recreation, environmental and economic issues makes this proposal not only realistic but achievable as well. The City can continue to serve as a facilitator to help focus the attention and efforts of existing land owners, senior governments, and future investors.





Bayfront Park

Chapter 8

Chapter 8

BAYFRONT PARK

8.1 INTRODUCTION

One of the goals of the WHDS was to prepare detailed development plans for the Harbourfront Park site. On August 29, 1995 City Council approved the naming of the site to Bayfront Park following a public "Name the Park" contest. This chapter describes the work on these two issues.

8.2 BACKGROUND

Bayfront Park was created by landfilling of the shoreland and lakefilling during the 1950s to early 1980s. This property was previously known as the Lax Property and is identified as Pier 3 on the Hamilton Harbour Commissioners' maps. The City of Hamilton acquired the property in 1984 through expropriation.

During the 1960s to 1980s, this property was the subject of many studies and several development proposals were considered for the site. Because the site was formerly used for waste disposal, the Ontario Ministry of the Environment and Energy (MOEE) required the City to develop and implement a remediation

plan to deal with the wastes present on the site. The remediation plan was approved in 1989.

In November 1991, the MOEE provided a grant of \$7.5 million and the City of Hamilton provided \$1.59 million for the remediation of the former Lax Property, and Fisheries and Oceans Canada provided a grant of \$90,000. for the restoration of fish and wildlife habitats. With this funding, the City of Hamilton remediated the property and created a waterfront park. Simultaneously, the Region of Hamilton-Wentworth constructed an underground storm water overflow tank, supporting a 250-car parking lot, and an observation deck on top of the pumping station.

The park was opened to the public on August 20, 1993 and unofficially called Harbourfront Park pending further deliberation on how to determine a final name. Drawing No. 12 illustrates the present conditions of this park and the adjacent lands. Figures 4 and 5 (in Chapter 4) are photographs of the park.

8.3 PROBLEM STATEMENT

The original mandate given to the Parks Division was to remediate the Lax Property and make it available to the public as passive parkland to the extent of available funding. This was achieved; however, it should be stressed that the work completed was for the remediation of the site and not necessarily the final development plan. One of the goals of the WHDS was to undertake the planning process to produce detailed development plans for the park. This process included establishing the role of the park and identifying the facilities that are required.

Since the park opened, it has been the venue of several special events including AquaFest, Canada Day celebrations, an International Hydroplane Regatta, outdoor concerts, and ethnic picnics. Festival organizers have been required to supply temporary facilities such as tents, toilets, and bleachers. The programming of the park had to be reviewed, as well as the need and/or desirability of permanent support facilities.

The success of Bayfront Park as a venue for special events has resulted in increased demand. During the 1994 season, seven events took place in the park, increasing to 14 in the 1995 season. The intensive programming and large numbers of visitors to these events has impacted on the park and particularly lawn areas. A fully automatic irrigation system is required to complete a turf management program that is envisioned for this heavily used site.

8.4 DEVELOPMENT PROGRAMME

1. Role of the Park

The current and future role of the park is to:

- a) serve as the primary public greenspace on the harbour providing public access to the water's edge and space for special events;
- b) facilitate passive park activities (i.e., no sports fields); and
- c) be moderately developed, with the facilities identified in the approved concept plan described in this chapter.

2. Development Vision

Four development options were presented on Issue Paper No. 2 - Harbourfront Park (copy with background information) for consideration by the Technical Advisory Committee and WHDS Steering Committee. These options identified the type of improvements and development that could take place within the context of the current and future role of the park.

On August 29, 1994, the Steering Committee approved Option No. 4 and directed that a master plan be prepared to reflect this level of development.

Facilities are to serve approximately 1,000 park visitors daily, which is the projected peak attendance of regular park users. The facilities are not intended to serve visitors to special events. Because of the diversity of requirements by various special events and the wide range in attendance, it is recommended that all special events organizers provide sufficient portable facilities (i.e., toilets,

stages, tents, etc.), to meet the needs of their events in accordance with the City's Special Events Guidelines.

3. General Design Guidelines

General Design Guidelines

1. The design of all program items should reflect a co-ordinated theme and style to reinforce a unique identity for Bayfront Park while being supportive to the theme of the West Harbourfront Precinct. The theme and style should be influenced by the industrial and historical elements existing in the area.
2. All components, including the selection of materials and finishes, must be designed to resist vandalism and minimize maintenance.
3. All program items shall be barrier free.

8.5 CONCEPT PLAN

The concept plan for Bayfront Park is shown on Drawing No. 13. Bayfront Park is not intended to be intensively developed. The proposed park improvements and facilities are intended to better serve park users and to protect the park from the impact of special events.

The main features include:

- an entrance building and courtyard
- a multi-purpose building and pavilion
- a children's play area
- a paved lighted walkway around the upper level
- picnic shelters and sunshelters over

benches

- a boardwalk over the wetlands
- paved parking areas
- park amenities (i.e., benches, drinking fountains, bicycle racks, etc.)
- fully automatic irrigation system

The entrance building is proposed within sight of the parking lot, where it could serve as a type of gatehouse to identify the primary point of entry and as a control point during certain special events. The building could house a number of uses and amenities, such as a rental outlet for roller blades, strollers, bicycles, public lockers, snack bar, public telephones, and information bulletin board. A courtyard is proposed in front of the entrance building that would feature a piece of artwork (sculpture) and flower beds.

The multi-purpose building would include public washrooms, a baby feeding and changing area, and a kitchen/food concession area. A covered eating area for 200 people could be converted into a covered seating area for 500 people to watch a performance on a small stage. The building could also provide space for a community police officer, as well as public telephones and drinking fountains.

A children's play area is proposed in the southwest area of the park near the beach. This would include a creative play structure and other playground equipment, as well as a picnic shelter, benches, and a drinking fountain. A water spray pad facility would not be included as this feature is available in Pier 4 Park.

A 6m (20 ft.) paved walkway is proposed around the perimeter of the upper level. This walkway will link the entrance building, multi-

purpose building, and the children's play area and connect to the lower perimeter walkway. The upper walkway would provide barrier-free access to these main features of the park and provide a higher level viewing area to the harbour. The walkway would have lights, benches, and trash receptacles matching those already in the park.

The walkway would play an important function for special events. Exhibit booths and vendor tents could be placed on either side of the walkway to provide a dry walkway for the public and minimize the impact on the lawn area.

Picnic shelters are proposed throughout the park. The major shelter would cover four or five picnic tables and have a water faucet and electrical outlet. The minor shelter would cover two picnic tables and only have a water faucet. A number of small shelters are proposed to cover benches throughout the park to provide a shady rest stop in the summer.

The shelters and principal buildings will be designed in a co-ordinated architectural style reflecting the Victorian and waterfront aspects of the north end. The pavilion and the wooden pier in Pier 4 Park are examples of this style.

Bayfront Park has gained overwhelming public acceptance as illustrated by the number of park users on a daily basis. Requests to schedule special events at this site have continually increased since it opened. The master plan ensures that much needed improvements and facilities will be added without affecting the character of the park.

8.6 NAMING OF BAYFRONT PARK

The City acquired the Lax Property in 1984 for the creation of a waterfront park. Between 1984 and 1992, this property was referred to as the Waterfront Park, Simcoe Park, and Hamilton Island, but was more popularly known as the former Lax Property, after the previous owners. During the remediation of the property in 1992-93, staff began to informally refer to this parcel of parkland as Harbourfront Park. This action was taken as a matter of convenience in order to cease reference to this harbourfront parcel in terms of its former owner.

During this time, City Council had not adopted any official name for this parkland, and with the pending completion of the remediation of this site, significant public interest had been generated through the media in establishing a suitable name for this park.

Since one of the mandates of the WHDS was to establish the role of the park and to prepare future development plans, it was considered prudent to tie the naming of the site to the development planning process.

On June 29, 1993, City Council approved the following recommendation:

- a) That a formal park naming process for the parcel of parkland informally called Harbourfront Park i.e., former Lax Property, be initiated at the call of the West Harbourfront Development Steering Committee in conjunction with the undertaking of the WHDS.

At its meeting of June 20th, 1995 the Parks and Recreation Committee approved that staff

be authorized to approach *The Spectator* for the purpose of establishing a Public Outreach Program for the formal naming of Harbourfront Park.

A Name-the-Park Contest was conducted through the Spectator, with the official contest kick-off scheduled to coincide with AquaFest. The response from the public was overwhelming. A total of 911 entries were received, representing 562 name suggestions for the former Lax Property.

A Selection Committee composed of two members of the WHDS Steering Committee, two representatives of The Spectator, and the 1994 Citizen of the Year reviewed the submissions and, after considerable discussion, unanimously decided to recommend Bayfront Park. Coincidentally, Bayfront Park was the most frequently suggested name, with 32 people submitting this name.

On August 29, 1995, City Council approved that the City of Hamilton's waterfront park be officially named "Bayfront Park".



The first of the three main components of the report is a description of the current situation in the city of Hamilton. This is followed by a discussion of the various factors that are contributing to the current situation. The final component of the report is a series of recommendations for the future.

The second component of the report is a discussion of the various factors that are contributing to the current situation. This includes a discussion of the economic situation, the social situation, and the environmental situation. The report also discusses the various challenges that the city of Hamilton is facing.

The third component of the report is a series of recommendations for the future. These recommendations are based on the findings of the report and are designed to address the various challenges that the city of Hamilton is facing. The recommendations include a number of specific actions that should be taken by the city government.

The fourth component of the report is a conclusion. This section summarizes the main findings of the report and provides a final statement on the future of the city of Hamilton. The report concludes that the city of Hamilton is facing a number of challenges, but that these challenges can be overcome if the city government takes the necessary steps.

The fifth component of the report is a list of references. This list includes a number of books, articles, and other sources that were used in the preparation of the report. The references are listed in alphabetical order.

The sixth component of the report is a list of appendices. These appendices contain a number of additional documents that are related to the report. These include a map of the city of Hamilton, a list of the members of the committee that prepared the report, and a list of the people who provided input to the report.

The seventh component of the report is a list of footnotes. These footnotes provide additional information on a number of the points made in the report. The footnotes are listed at the bottom of the page.

The eighth component of the report is a list of acknowledgments. This section acknowledges the many people and organizations that have helped in the preparation of the report. The acknowledgments are listed in alphabetical order.

The ninth component of the report is a list of the members of the committee that prepared the report. This list includes the names of the members and their titles.

The tenth component of the report is a list of the people who provided input to the report. This list includes the names of the people and the organizations they represent. The list is organized by the type of input provided.

The final component of the report is a list of the people who reviewed the report. This list includes the names of the reviewers and their titles. The list is organized by the type of review provided.



Chapter 9

Development Guidelines

Chapter 9

DEVELOPMENT GUIDELINES

9.1 INTRODUCTION

The planning process used in the WHDS has resulted in a vision for the transformation of the West Harbourfront Precinct into a dynamic "people place". The concept plan illustrates a development scenario that not only strikes a balance between the City's social, economic, and environmental needs and desires, but also demonstrates how redevelopment of these lands can be sensitively integrated within the fabric of the City and the adjacent neighbourhoods.

The concept plan is a first step and will be refined with further detailed studies. While it is understood that details such as building geometry and footprints will change, there are many planning principles embodied in the concept plan that must endure throughout the design development and implementation stages to ensure the continued support for and subsequent success of the West Harbour redevelopment program. This chapter identifies these important principles and provides development guidelines to achieve the vision for the West Harbourfront Precinct.

9.2 INTENT

The concept plan for the redevelopment of the West Harbourfront Precinct conveys the many ideas and values of the planners, stakeholders, and citizens who recognize the potential of this vital area in the City of Hamilton. This plan is about people and in particular about satisfying the needs and desires and protecting the values of those who live, work, visit, and invest in the City of Hamilton. Every line, every symbol, and every element on the concept plan has been carefully placed based on research and analysis, creative imaginative thinking, and public consultation. It is the product of all of those decisions that make up the distinctive qualities of this plan.

The intent of these development guidelines is to explain the crucial elements of the concept plan that contribute to the overall vision and to provide guidance on how to create and/or protect these elements. The purpose is to aid elected officials, stakeholders and bureaucrats in the future planning, design, development, and implementation of the redevelopment plan to ensure that the spirit of this concept is maintained.

9.3 GENERAL DEVELOPMENT GUIDELINES

9.3.1 Maintain an Effective Public Participation Program

Public participation is a vital component to the development and success of the concept. This is not to be regarded as a hindrance to the planning process, but rather as an immeasurable benefit. All stakeholders, focus groups, and the general public have a wealth of life experiences and knowledge. Tapping into these resources ensures that opportunities are not missed and detrimental decisions are not made. The public should have opportunities to be involved with the planning process, design development, and implementation of the concept plan. The plan must be continually understood and supported by the public to be successful.

9.3.2 Adopt the Ecosystem Approach to Planning and Development

All future planning and development in the West Harbourfront Precinct must be done with an ecosystem approach. The environment, the economy, and urban growth are all mutually dependent and a good quality of life and economic development cannot be sustained in an ecologically deteriorating environment. This is the principal message of the Region's Official Plan, Vision 2020: the Sustainable Region, and the Royal Commission on the Future of the Toronto Waterfront.

Since the 1800's, the development of many North American cities has been driven by an industrial-based economy that has often resulted in severe impacts on the environment. This is also true in the case of Hamilton.

Society had believed that the environment was able to absorb the impacts and debris from industrial and urban expansion. Until recently, the assumption was that the environment and the economy were opposed. However, extensive research has demonstrated that the opposite is true.

The Royal Commission on the Future of the Toronto Waterfront, has undertaken the most comprehensive study ever of the waterfront bioregion and the urban areas within it. In their Final Report titled *Regeneration: Toronto's Waterfront and the Sustainable City*, the Commission reported that,

"Traditionally, human activities have been managed on a piecemeal basis, treating the economy separately from social issues or the environment. But the ecosystem concept holds that these are interrelated, that decisions made in one area affect all others. Dealing effectively with the environmental problems in any city requires a holistic or ecosystem approach to managing human activities."

(Regeneration, 1992, pg. xxi)

The Commission recommends that the City should be regarded as a natural ecosystem, requiring an integrated approach for addressing its problems. The Commission also recommends the adoption of the ecosystem approach and the nine waterfront principles (clean, green, useable, diverse, open, accessible, connected, affordable, attractive) in future planning and development. The WHDS agrees with these recommendations and

recommends that they be applied to planning and development in the West Harbourfront Precinct.

9.3.3 Protect our Natural, Heritage, and Cultural Features

Hamilton Harbour is part of the Great Lakes, one of the world's most precious resources. The west harbour is the most naturalistic and scenic area of the harbour. The natural areas provide habitats for birds, animals, and fish. The wooded areas on Burlington Heights and the bluff beside Bay St. N. should be protected. Shorelines that have been identified as or created for fish habitats must be protected.

The West Harbourfront Precinct is the oldest area of Hamilton and the site of the earliest native and European settlements. The heritage of this area should be protected. Cultural features such as historic buildings and historic sites enrich our lives, connect us to our past and define our unique places. Significant sites and/or historic events should be recalled with commemorative markers or interpretive signs. Establishing a landscape narrative in our public places must be considered.

9.3.4 Encourage Sustainable Development

The WHDS endorses the principles of sustainable development and recommend that they be applied in the planning and redevelopment of the West Harbourfront Precinct. This is consistent with the policy of the Region of Hamilton-Wentworth.

In February 1993, Vision 2020: The Sustainable Region was unanimously adopted by Regional Council as a guide to all regional

decision making. It describes a community that includes a system of connected and protected natural areas, swimming where it is currently banned, a new transportation system, a different form to the urban area, a diversified and environmentally friendly economy, community participation in decision making, and many other changes to our community.

The Royal Commission on the Future of the Toronto Waterfront also advocates the principles of sustainability in planning and development. The Commission has defined environmentally sustainable economic development as "development that meets present needs without compromising the ability of future generations to meet their own needs." (*Regeneration, 1992, p. 39*)

We must begin the regeneration of our city and the harbourfront. By understanding the city as a part of nature, we can deal with its problems, mend its ways, and design its form so that it functions sustainably to satisfy the needs of society without diminishing opportunities for future generations. (*Regeneration, 1992, p. xx*)

9.3.5 Maximize Access to the Waterfront

Maximizing public access to the waterfront is a primary objective of the WHDS, the City's Official Plan and the Hamilton Harbour RAP. In the Royal Commission's final report, *Regeneration*, the Commission states that, "People should be able to get to, and enjoy, the waterfront on foot or by bicycle, with major improvements made where necessary to overcome the barriers presented by road and rail corridors. The waterfront should be safe and accessible to all sectors of society,

including the disabled, children, and older adults. Where feasible, the water's edge should be-and should be clearly identified as being-open to public access." (*Regeneration*, 1992, pg. 58) New developments should include public access to and along the waterfront.

9.3.6 Create Livable Communities

The redevelopment of the West Harbourfront Precinct will be an extension of the existing urban fabric and not separate from it. The intent is to create communities and places where residents can live, work and play, and places where residents and visitors can come to be entertained.

To attract people to this area, we must create viable communities, which are safe places that encourage interaction with our social and natural environment. We must provide attractive housing, safe streets, common greens and plazas, recreational areas and local convenience services and stores. All of these elements should be connected by a network of greenways and bicycle trails to link existing green spaces to the waterfront and to existing commercial areas.

New buildings should be consistent in scale and character with the existing neighbourhoods. Establish and maintain sight lines to the harbour. Minimize the impact of transportation corridors and special attractions on residential areas.

9.3.7 Integrate New Developments with Adjacent Neighbourhoods

New developments should not be conceived in isolation and reflect narrow goals and

objectives. They should be designed in coordination with other new developments and existing neighbourhoods. Compatible land uses must be placed adjacent to existing land uses. Buffer space must be provided between incompatible uses. The scale and character of new buildings should blend with the existing. Significant circulation patterns and views to the harbour must be maintained.

High-rises on harbourfront lands will not be considered as the public will sense it is being cut off from the harbour. Sensitivity to the needs and concerns of residents bordering new development areas must be considered.

9.3.8 Restore and Protect Sight Lines

People have a fundamental yearning for bodies of water. While it is important to provide physical access to the harbour, it is equally important to provide visual access to the water.

A continuous sight line along the shore of the harbour must be established and maintained. This line should not be obscured with buildings. Buildings should be kept back at least 15m (50 ft.). The edge of this promenade should be varied with wider areas for public squares and observation decks.

The West Harbourfront Precinct has many spectacular sight lines from various points to the harbour that must be protected, including Harvey Park, Dundurn Park, Queen St. N., Hess St. N., Bay St. N. at Strachan St., Ferrie St., Bay St. N. at Pier 4 Park, MacNab St. N., James St. N., and Bayview Park; however, potential exists to create many more sight lines to the harbour. A significant opportunity exists from Bay St. N. and

Cannon St. W. over the multicultural gardens. This sight line links the downtown to the waterfront.

From York Blvd. and through openings in the tree line panoramic views of the harbour are enjoyed by motorists and pedestrians; selected clearing of overgrown scrub growth will enhance opportunities for viewing.

Road endings also provide excellent opportunities to provide sight lines to the harbour. Many existing streets currently do not have a sight line but could in the future. Sight lines should be created and protected at the ends of Locke St. N., Crooks St., Magill St., Ray St., Oxford St., and Ferguson Ave.N.

The harbourfront also offers significant sight lines to landmarks in the City including Dundurn Castle, T.B. McQuesten High Level Bridge, Gartshore Thomson Building, and the Skyway Bridge. These views should be protected.

9.3.9 Maintain Links to the Downtown and Jamesville

The downtown and Jamesville are the two most significant commercial districts near the West Harbourfront Precinct. Pedestrian, bicycle and transit connections will encourage the easy two-way movement of residents and visitors in and out of the West Harbourfront Precinct.

9.3.10 Create a Barrier-Free Environment

Accessibility is a right of all people. The City of Hamilton has prepared and approved the Barrier Free Design Standards, which describe

how to make our built environment accessible to people with physical and visual disabilities. The redevelopment of the West Harbourfront Precinct should employ these measures to create a model barrier-free community.

9.3.11 Develop Tourism on Many Levels

As one of its strategies, the Renaissance Project has identified the goal of significantly improving tourism on many levels to create jobs and improve our economic prosperity. The concept plan has responded to this by identifying the special attractions that would be appropriate in the West Harbourfront Precinct, where they should be placed, and the character of the built environment around them.

The following criteria have been developed to maximize attracting local residents and tourists to these special attractions:

- a) attractions should be unique, (i.e. Hamilton-Scourge Museum, T.B. McQuesten Multicultural Gardens, Great Lakes Aquarium, trails to our natural areas, etc.).
- b) attractions should be grouped together to create a "critical mass" to increase marketability and maximize visitors.
- c) the attractions should be of superior quality.
- d) attractions should be programmed with special events and changing exhibits to encourage repeat visitation (i.e., AquaFest, Canada Day Celebrations, concerts in the amphitheatre, and travelling exhibits from other museums, such as the Mary Rose Historic Ship).

-
- e) the needs of visitors, attractions and special events must meet with entertainment, food and drink establishments, retail shops, and service.

9.3.12 Enhance the Image of the City

Another important strategy of the Renaissance Project is to change the image of the community and make it known for its quality of life. Redeveloping the West Harbourfront Precinct based on the ecosystem approach, creating livable communities, and creating unique world-class facilities all contribute to this goal.

9.3.13 Encourage Partnerships

The concept plan for the redevelopment of the West Harbourfront Precinct serves two significant purposes. They are to illustrate the potential of redevelopment on the railway lands and, to illustrate the city's vision for the future of this vital area that meets the needs and desires of this community in advance of any vision that may be put forth by a developer who may have a different set of goals and values.

Through the study process and public input, the City has documented what is important to the citizens of Hamilton. The City can realize its vision by forging partnerships with land owners and developers to explain how the City's vision can benefit everyone, including investors and citizens. The concept plan, model, and brochure can be used to promote this investment opportunity to the private sector. By having public input this "made in Hamilton" concept will be accepted.

9.4 BUILT FORM

The city is an expression that reflects the history, culture, traditions, habits and customs unique to itself. The West Harbourfront Precinct is rich in these areas and must be portrayed and protected in new development. In the Regeneration Report, we are reminded that "the kinds of places we crease and evolve tell up who we are and what is important to us." (*Regeneration, 1992, pg. 261*) And C. Bliss has told us in *The Kinship of Nature* that "We are molded, we say, by the conditions and the surroundings in wich we live; but too often we forget that enviornment is alrgely what we make it." The built form exerts a powerful influence on our lives and a strong statement on who we are. In our quest to redevelop the West Harbourfront Precinct we must respect our past, and consider the impact of our decisions on future generations.

9.4.1 Development Zones

The West Harbourfront Precinct has been divided into fifteen districts based on existing cultural heritage landscapes, existing and proposed land uses, and future development zones. These districts are shown on Drawing No. 10, and described in Appendix D, with the proposed land uses and concept for each district. Drawing No. 8, illustrates the proposed land uses for the West Harbourfront Precinct.

Each district represents a development zone. The boundaries have been established based on transportation corridors, natural and cultural features, and the vision for the future in each district. In general, the existing and proposed developments within each district share a common character and purpose, which are

described in detail in Chapter 7.

These districts are known by the following names: Burlington Heights District, Strathcona District, Barton-Locke District, Gardens District, Bay Street District, Historic District, Special Attractions District, Bayfront District, CN Station District, Bayfront Park District, Macassa Bay District, Pier 4 Park District, Harbour West Marina District, Eastwood Park District, and North End Neighbourhoods District.

It is recommended that these development zones be adopted and that detailed design guidelines and criteria be prepared and enacted under the appropriate site plan control legislation to regulate the use, character, density, architectural form and quality of development in each district.

9.4.2 Land Use Mix

The future vision for the West Harbourfront Precinct is a vibrant, multi-dimensional and safe place that balances a wide variety of human activities and land uses with the natural and social environment. To achieve this vision, the concept for the precinct is to encourage mixed-use development to ensure

that people can live, work, socialize, be entertained, and recreate in the precinct.

Residential dwellings are existing or have been proposed in the following development zones to ensure that these zones remain vibrant after work hours: Strathcona District, Barton-Locke District, Gardens District, Bay Street District, Special Attractions District, Bayfront District, Harbour West Marina District, and North End Neighbourhoods District.

9.4.3 Architectural Character

The built form influences our perception of an area and how we feel about that area. The character of an area is distinguished by a combination of qualities and traits that all contribute to the overall character such as: the shape, scale, and mass of buildings; the grouping of buildings and the spaces between them; and the architectural theme, style, materials, and colour.

All developments should be coordinated in each district to create a common architectural character to reinforce the concept. The built environment must respond to human scale and a sense of place.

The following describe the proposed characteristics of each district.

a. Barton-Locke District

Building Style: Multiple-dwelling apartment-style residential. Parking in underground garages.

Height: Maximum of four stories.

Groupings and Buildings set square to street pattern. Maintain sight lines at ends of

<u>Setbacks:</u>	Crooks St., Magill St., Ray St., Oxford St., and Greig St.
<u>Theme:</u>	Reflect a Victorian style of architecture or the vernacular style of the Strathcona District.
<u>Materials Colour:</u>	Construction materials in the Strathcona District are predominantly red and orange brick or wood frame with a wide variety of cladding materials. Stone and concrete block construction are used sparingly.
<u>Open Space:</u>	The complex of buildings should be well landscaped and provide a generous amount of common open space for residents. Buildings should be connected with a walkway system.
<u>Streetscape:</u>	Trees should be planted along streets where possible. The traditional heritage-style light fixture and pole would be suitable in this area.

b. Gardens District

<u>Building Style:</u>	Multiple-dwelling apartment-style residential. Parking in underground garages.
<u>Height:</u>	Maximum of four stories.
<u>Groupings and Setbacks:</u>	Buildings are grouped in several clusters around the multicultural gardens. Buildings should relate to the garden's 45° axis and be set back to ensure that the sight line is protected from Bay St. N. to Cannon St. W. to the harbour.
<u>Theme:</u>	Buildings adjacent to the gardens should reflect the high-quality design and theme associated with each garden. Buildings along Cannon St. W. and Bay St. N. could relate to the gardens or the modern urban character of the downtown. Buildings along Hess St. N. and Queen St. N. should relate to the Strathcona District. All buildings should have a high degree of architectural interest.
<u>Materials and Colour:</u>	Varies, depending on architectural style.
<u>Open Space:</u>	The buildings should not crowd or overpower the multicultural gardens. Building groupings should include private gardens for residents and be connected with a walkway system.

Streetscape: Tree-lined streets. Hess and Queen Streets would have a traditional heritage style.

c. Bay Street District

Building Style: Mixed-use building complexes including office and retail space and apartment-style residences. Parking in underground or above-ground multi-storey garages.

Height: Two stories adjacent to multicultural gardens, up to six stories next to railway corridor. The hotel would be a maximum of ten stories.

Groupings and Setbacks: Similar to that in the downtown.

Theme: Reflect the image and style of a progressive modern city. All buildings should have a high degree of architectural interest.

Materials and Colour: Varies.

Open Space: Hard-surface plazas and courtyards with fountains, artwork, and landscaping. Link buildings with a series of internal walkways.

Streetscape: Tree lined. Contemporary design.

d. Historic District

Building Style: Small mixed-use historic village, including institutional, office, retail, and recreational areas.

Height: Majority of building - Two to three stories. Maximum height - four stories near the bluff and Special Attractions District.

Groupings and Setbacks: Buildings would be clustered around pedestrian walkways and plazas and relate to the shoreline and the slope of Burlington Heights.

Theme: The intent is to recreate a waterfront village of the 1812 period. Buildings would be wood-frame construction and reflect the local colonial architecture.

<u>Materials and Colours:</u>	Wood siding with verandas. Natural wood colours, or use of stain or paint colours from that time period.
<u>Open Space:</u>	Entire district is to be pedestrian oriented with walkways and common squares around all buildings. Views to the harbour will be maintained, and places for social interaction will be created.
<u>Streetscape:</u>	Will reflect the historic period in design materials, lights, and furnishings.
<u>Special Notes:</u>	Development must not adversely impact on the sight lines to and from Dundurn Castle, or the historic significance of the Burlington Heights District.

e. Special Attractions District

<u>Building Style:</u>	The major attractions complex would be a superior quality signature building. Size and form would depend upon function. Other buildings would reflect the commercial and retail function.
<u>Height:</u>	Maximum height should not exceed the top of the slope south of the railway corridor.
<u>Groupings and Setbacks:</u>	Buildings would be placed in random clusters around the amphitheatre, public plazas, and courtyards and would be oriented towards the harbour.
<u>Theme:</u>	This district is in the centre of four other districts having their own distinct themes and characters. These are the Historic District - 1812 waterfront village, Bayfront District - waterfront theme, Gardens District - Classical gardens theme, and Barton-Locke District with a Victorian and vernacular theme. The Special Attractions District is a transition district and should relate to each adjacent theme on its borders.

<u>Materials and Colour:</u>	Varies.
<u>Open Space:</u>	Entire district is to be pedestrian oriented. Buildings are to form edges to public squares, and outdoor spaces will be oriented to the harbour. Places for social interaction will be created.

Streetscape: The harbourfront theme will be reflected with the same lights and site furniture that were used in Pier 4 Park and Bayfront Park.

f. Bayfront District

Building Style: Multiple-dwelling apartment-style residential. Parking in underground and multi-storey residential garages.

Height: Four stories near amphitheatre rising to six stories near Bay St. N.

Groupings and Setbacks: Set in a grid pattern, square to the street pattern. Standard setback.

Theme: Co-ordinated architectural style that reflects a waterfront theme. Interesting building form and geometry with sloping roofs at different levels.

Materials and Colour: Varies.

Open Space: Provide common green space for residents. Connect buildings with an internal network of walkways through well-landscaped grounds.

Streetscape: Reflect the harbourfront theme. Lights and site furnishings shall be the same that was used in Pier 4 Park and Bayfront Park.

g. CN Station District

Building Style: To match existing style on Stuart St. and James St. N.

Height: Two to three stories.

Groupings and Setbacks: To match existing buildings.

Theme: Stuart St., between Bay St. N. and MacNab St. N., was reconstructed in 1994 and supported the theme with streetscape design and traditional heritage lighting.

The Custom House exerts a strong influence on Stuart St., which should be reflected in new buildings. New development around the CN station should match the architecture of that heritage building.

<u>Materials and Colour:</u>	The grey limestone used in the Custom House and CN station should be used in new developments.
<u>Open Space:</u>	Maintain the green open space in front of the CN station as a public park.
<u>Streetscape:</u>	Match the heritage streetscape design of Stuart St. between Bay St. N. and MacNab St. N.

h. Macassa Bay District

<u>Building Style:</u>	Marina centre and retail space in small, detached buildings. Place surface parking behind buildings next to toe of the slope.
<u>Height:</u>	Two and a half stories.
<u>Groupings and Setbacks:</u>	Retail shops align the public walkway. Marina centre on opposite side of walkway next to Macassa Bay shore.
<u>Theme:</u>	The Victorian architecture of the designated buildings (433, 455, 469 Bay St.N.) and the Gartshore Thomson Building in Pier 4 Park influence the Macassa Bay area. All new buildings should match this style of architecture with gabled roofs and wooden verandas.
<u>Materials and Colour:</u>	Red brick construction with Victorian-style wood verandas featuring gingerbread ornamental woodwork.
<u>Open Space:</u>	Buildings are placed along the east side of the public walkway to maintain views out to the bay.
<u>Streetscape:</u>	The current streetscape featuring a 6m-wide (20ft.) asphalt paved walkway, harbourfront lights, and site furnishings should be maintained.

i. Harbour West Marina District

<u>Building Style:</u>	Mixed-use building clusters with retail and commercial on the ground floors and apartment-style dwellings on upper floors.
<u>Height:</u>	Two and three stories.
<u>Groupings and Setbacks:</u>	Building clusters arranged around pedestrian walkways, public squares, and surface parking lots with orientation towards the marina.

<u>Theme:</u>	A turn-of-the-century (1870-1900) cargo pier recalling the architectural style of the wooden work shops, sheds, landings, warehouses, and wharves of Hamilton's early settlement. Features numerous one-of-a-kind shops, restaurants, and other services.
<u>Materials and Colour:</u>	Wood-frame construction with gabled roofs, wood siding, and decks. Colours typical of the period.
<u>Open Space:</u>	Hard-surface public walkways and squares along the shore of the marina. Buildings arranged to define the edge of public spaces. Provide observation decks to view shipping activities at Pier 8.
<u>Streetscape:</u>	Reflect the harbourfront theme. Use the same lights and site furniture that were used in the first phases of the Harbour West Marina Complex. Guise St. should use the lighting and site furnishings used on Leander Dr. and at Pier 4 Park.
<u>Special Note:</u>	Shipping is a part of our history and current economy. Opportunities should be provided to view shipping activities on Pier 8.

9.5 STREETSCAPE AND OPEN SPACE

Harbourfront Precinct.

9.5.1 Character and Theme

The streets, greenways, and open spaces in our cities are the outdoor social places of our community. People need to feel safe and have a sense of place and belonging. As with the architectural character described in the previous section, the character of the streetscape and open spaces should reflect the theme of each district.

Greenways and trails that link many districts may not necessarily reflect the character of the specific districts, but rather may have a coordinated theme throughout the length of the greenway and trail to reinforce its own identity. These themes should, however, coordinate with other themes in the West

9.5.2 Waterfront Walking/Cycling Trail

The West Harbourfront Precinct waterfront walkway/cycling trail is the primary trail system along the shoreline connecting Cootes Paradise to Ferguson Ave. N. This trail passes through many districts with different characters and landscapes. It should be developed with a consistent style and coordinated elements.

All lights, benches, trash receptacles, railings, flagpoles, and main signs should be the same as those used in Pier 4 and Bayfront Parks, and on Leander Dr. The dominant characteristics of these elements are silver metal parts, low-maintenance finishes of anodised aluminum, galvanized steel, or stainless steel, and a Victorian nautical style.

Interpretive signs should be designed to match these site furnishings. The sign supports should also be silver metal, and the sign itself should be colourful, graphically interesting, and vandal resistant. The fibrelite interpretive signs used in Sam Lawrence Park are an example of a sign system that would be appropriate for this trail.

The trail itself should be a minimum of 6m (20ft) wide, except where it is combined with Guise St. and Dock Service Rd. The trail should be (at least) asphalt paved and designed to support maintenance vehicles. In special areas, interlocking paving stones, patterned concrete, or other durable surfaces may be used.

9.5.3 Landscape and Site Development

The landscape and site development should be of the highest quality. Trees should be planted along all streets and boulevard. Planting areas should be generous and attractive and designed to serve their intended purposes. Natural areas should be protected. Outdoor spaces must be designed to be functional and attractive and encourage socializing. It is recommended that landscape architects be used in the design of the site for all new developments.

9.5.4 Gateways

The West Harbourfront Precinct can be entered from a number of key locations including Locke St. N., Queen St. N., Bay St. N., James St. N., Burlington St., and the Perimeter Road. A strong sense of entrance should be conveyed at these critical points of entry. These "gateways" may be articulated

by distinct signs, banners, or other elements.

9.5.5 Lighting

Architectural lighting should be used in special development areas to enhance the theme and character of the area. The City of Hamilton has standardized two distinct styles of lighting for waterfront and heritage areas.

Along the harbour's shoreline and adjacent lands, it is recommended to use the harbourfront light. This is a silver aluminum light standard that features a nautical-style light fixture hanging from a light pole with a curved arm. This light standard has been installed at Bayfront Park and Pier 4 Park and on Bay St. and Leander Drive.

The heritage or traditional light is a Washington acorn-style light fixture post top mounted on an ornamental aluminum pole. The pole is round and fluted, with an octagonal lower section. The pole is painted black. This light standard has been used on the reconstruction of Stuart St. at Bay St. N. to MacNab St. N. and is recommended for heritage areas.

9.5.6 Site Furniture

The development of Pier 4 Park and Bayfront Park included site furniture amenities such as benches, trash receptacles, flagpoles, railings, a pavilion, bicycle racks, and signs. The furniture was designed in a heritage nautical-style and feature prominent silver metal finishes. It is recommended that this furniture be used throughout the West Harbourfront Precinct.

9.6 TRANSPORTATION, PARKING, AND SERVICES

9.6.1 CN Main Lines

CN has indicated that two main lines must remain through the West Harbourfront Precinct. It is recommended that these two lines be constructed as far south and back from the shore of the harbour as possible in order to allow the public access to the water's edge and to maximize the development area near the water.

9.6.2 Pedestrian/Bicycle Linkages

Pedestrian and bicycle trails should be provided throughout the West Harbourfront Precinct and be connected to other trail systems. The Region of Hamilton-Wentworth has approved the Regional Bicycle Network Master Plan, which includes collector-distributor routes along Locke St. N. and Ferguson Ave. N. New bicycle routes should link up to these two routes.

9.6.3 Perimeter Road

The design or staging of the Perimeter Road is not within the mandate of this study. The concept plan shows Options 1 and 2 in one alignment parallel to Bay St. N. to Cannon St. W. as described in the Regional Transportation Review Draft Final Report, May 1995.

The Option 3 alignment places the corridor through the railway marshalling yard along the west harbour shoreline to the Desjardins

Canal. This alignment will have a major impact on the waterfront trail system, the fish and wildlife habitat restoration project, and the development opportunities along the waterfront. If it is advanced, it is recommended that a public trail be built along the shoreline, with a minimum width of 6 metres (20 ft.), and be adequately buffered from the road. It is also recommended that, if the shoreline is disturbed, it should be reconstructed to restore the fish and wildlife habitats.

It is also recommended that the Perimeter Road be placed in a common transportation corridor with the CN main lines and that this corridor be situated as far south as possible to maximize the developable space along the shoreline.

9.6.4 Parking

Parking is an essential component to the success of new developments. The amount of parking required to serve all of the special attractions and private sector developments would consume a considerable amount of land. The real estate in the vicinity of the railway marshalling yard is too valuable for surface parking lots. It is recommended that parking be placed in underground and above-ground garages. Surface lots have been shown in the Harbour West Marina District. On street parking should be permitted on all local streets to provide an alternative choice for visitors to the precinct who do not feel comfortable using a parking garage.

9.6.5 Transient Boaters and Sea Plane Docking

Facilities should be provided to attract visitors to the city who travel by boat or sea plane. This includes docking and fuelling facilities, repair shop, washrooms, and shower facilities.

9.6.6 Services

The overall appearance and attractiveness of the West Harbourfront Precinct will affect the image of the city and the number of tourists and visitors who choose to visit this area thus, it is recommended that all new services be placed underground and that any services above ground (i.e., hydro transformers), be properly designed and located to blend in with

each district. In some districts, such as the Historic and Gardens Districts, utilities will have to be hidden so as not to affect the themes in these areas. As well, garbage storage and building service areas should be hidden from public view.

9.7 CONCLUSION

The development guidelines outlined in this chapter present the major principles and fundamentals to achieving a successful, co-ordinated, and integrated redevelopment of the West Harbourfront Precinct. During the implementation stage of the concept plan, a comprehensive set of design guidelines and criteria should be prepared to clearly articulate the design requirements in each district.





Chapter 10

Cost Estimates

Chapter 10

COST ESTIMATES

10.1 INTRODUCTION

This chapter presents preliminary cost estimates for the West Harbourfront Precinct concept plan (with the CN marshalling yard relocated) and the Bayfront Park concept plan. The estimate for the West Harbourfront Precinct concept plan is based on preliminary study and a number of assumptions. The estimates represent the order-of-magnitude costs and serve as a basis for comparison with other development scenarios.

10.2 WEST HARBOURFRONT PRECINCT CONCEPT PLAN

The order-of-magnitude cost for the concept plan is \$964.5 million in 1995 dollars. A breakdown is provided in Table 3. This estimate was prepared on the following basis:

- | | |
|--|--|
| <p>a) Land acquisition costs are based on the assessed equalization payment ratios from the last available rates for the existing land use zoning. These costs do not include any business or personal relocation costs.</p> | <p>b) For the proposed public facilities, approximate gross sizes and average construction costs have been used. A feasibility study will be required for each of the facilities to determine their specific size requirements and capital costs.</p> <p>c) As the WHDS did not include market or economic analysis to fully substantiate the type and density of private sector developments required to achieve an acceptable return for investment, assumptions have been made in order to provide an estimate for this component of the concept plan. Average construction costs have been used.</p> <p>d) Specific developments will be advanced at the discretion of each land owner. The cost estimates are in 1995 dollars and do not include any inflation factors.</p> |
|--|--|

- e) Soil investigations were not conducted during the study. Therefore, any site remediation costs are not included.
- f) The Perimeter Road project is separate and independent to the WHDS. The costs for land acquisition and constructing the Perimeter Road are not included in the cost estimate.

10.3 BAYFRONT PARK CONCEPT PLAN

The cost estimate for the concept plan for Bayfront Park and the public access between Bayfront Park and Pier 4 Park is \$5,047,000.

A breakdown for the development of Bayfront Park is provided in Table 4 and summarized as follows:

Bayfront Park - Phase I	\$1,314,000.
Bayfront Park - Phase II	\$3,455,000.
Landscaping over CSO tank	<u>\$ 278,000.</u>
Total	\$5,047,000.

10.4 COMPONENT COST ESTIMATES, MAINTENANCE COSTS AND CAPITAL BUDGETS

Appendix D provides additional cost information regarding the relocation of the CN marshalling yard, and capital and maintenance costs for T. B. McQuesten Multicultural Gardens, Bayfront Park development, pedestrian/bicycle linkage between Cootes Paradise and Bayfront Park, and landscaping of the combined sewer overflow (CSO) tank at Bayfront Park.

Appendix D also provides the status of the following municipal projects in the approved 1995-2004 Capital Budget Program:

- a) Hamilton-Scourge Project
- b) New Hamilton Military Museum
- c) New Children's Museum
- d) Dundurn Castle Restoration -
Landscape and Gardener's Cottage
- e) Crystal Palace



**PRELIMINARY COST ESTIMATE of the CONCEPT PLAN
for the WEST HARBOURFRONT PRECINCT**

1995 DOLLARS

NO.	ITEM	CAPITAL BUDGET		QUANTITY	UNIT	UNIT PRICE	SUBTOTAL	BUDGET AMOUNT
		PROJ. NO. (0)	YEAR (00)					
1	CN MARSHALLING YARD RELOCATION							
	Aldershot Yard - 775 Car Layout				l.s.		\$39,200,000.00	
	Aldershot West to Bayview Junction				l.s.		\$8,500,000.00	
	Bayview Junction to Parkdale				l.s.		\$10,200,000.00	
	Other Non-Track Facilities at Aldershot				l.s.		\$10,800,000.00	
	Stuart St. Yard - Remove Yard Trackage and Relocate Main Line				l.s.		\$1,000,000.00	
	Three Grade Separations (King Rd., Parkdale Ave., and Woodward Ave.)				l.s.		\$30,000,000.00	
							\$99,700,000.00	\$99,700,000.00
2	LAND ACQUISITION							
	For Municipal and Private Sector Developments				l.s.		\$35,400,000.00	\$35,400,000.00
3	MUNICIPAL OPERATIONS RELOCATION							
	Central Garage			1,250	sq. m	\$800.00	\$1,000,000.00	
	Central Services Building			5,230	sq. m	\$800.00	\$4,184,000.00	
	Maintenance Building			950	sq. m	\$800.00	\$760,000.00	
	Land Acquisition			2.4	ha.	\$275,000.00	\$660,000.00	
							\$6,604,000.00	\$6,604,000.00
4	SITE CLEARING							
	Building Demolition and Site Clearing				l.s.		\$8,360,000.00	\$8,360,000.00
5	SHORELINE PROTECTION							
	South-west Shoreline from Bayfront Park to Dundurn Park			1,200	l.m.	\$900.00	\$1,080,000.00	\$1,080,000.00
6	PEDESTRIAN UNDERPASS							
	Pedestrian Underpass at Cannon St. W. and Bay St. N.				l.s.		\$2,500,000.00	\$2,500,000.00
7	MUNICIPAL INFRASTRUCTURE							
	Water Distribution System				l.s.		\$4,480,000.00	
	Storm Sewer System				l.s.		\$12,154,000.00	
	Sanitary Collection System				l.s.		\$8,879,000.00	
	Combined Sewer System				l.s.		\$4,621,000.00	
							\$30,134,000.00	\$30,134,000.00

NO.	ITEM	CAPITAL BUDGET		QUANTITY	UNIT	PRICE	SUBTOTAL	BUDGET AMOUNT
		PROJ. NO. (I)	YEAR (II)					
8	MUNICIPAL STREETS New Roadways in the West Harbourfront Precinct Three Vehicular Bridges Over CN Tracks (Locke St., Queen St., and Bay St.) Redevelopment of Guise St. and Dook Service Rd. Roadway Lighting Street Tree Planting and Landscaping						\$5,645,000.00 \$11,437,000.00 \$800,000.00 \$1,363,000.00 \$300,000.00 \$19,545,000.00	
9	STRUCTURES OVER AND BESIDE CN TRACKS Bridge from Dundurn Park to Historic Waterfront Village Structure Joining Gardens District to the Amphitheatre Pedestrian Bridge Over CN Tracks at Bay St. N. Retaining System Along CN Tracks						\$1,500,000.00 \$23,000,000.00 \$500,000.00 \$4,637,000.00 \$29,637,000.00	
10	LANDSCAPE & OPEN SPACE DEVELOPMENT Pedestrian/Bicycle Trail - Cootes Paradise to Bayfront Park Dundurn Castle Restoration - Landscape and Gardener's Cottage Public Plazas and Streetscape Development Central Park Redevelopment CN Station Park	144.0 130.0	1995-2002 outside 10-year plan				\$5,400,000.00 \$1,600,000.00 \$16,000,000.00 \$300,000.00 \$400,000.00 \$23,700,000.00	\$29,637,000.00
11	MUNICIPAL CAPITAL PROJECTS T. B. McQuesten Multicultural Gardens Crystal Palace Hamilton - Scourge Interpretive Centre - Database Management Hamilton - Scourge Interpretive Centre - Design and Construction Hamilton Military Museum (new) Children's Museum (new) Outdoor Amphitheatre Great Lakes Maritime Heritage Centre Pier and Lighthouse at Historic Waterfront Village Aquarium (iv) IMAX Theatre - 500 seats Aviary Public Parking Garages	162.0 122.0 129.2 121.2	1992-2001 (iii) outside 10-year plan outside 10-year plan outside 10-year plan outside 10-year plan	4,000 8,000 1,000 14,000 370 1,400 1,600	l.s. l.s. l.s. sq. m l.s. l.s. seat sq. m l.s. sq. m sq. m sq. m sq. m space	\$4,300.00 \$120.00 \$2,150.00 \$3,700.00 \$2,700.00 \$2,700.00 \$15,000.00	\$20,010,500.00 \$8,151,000.00 \$232,000.00 \$17,200,000.00 \$4,315,000.00 \$5,858,000.00 \$960,000.00 \$2,150,000.00 \$22,000,000.00 \$51,800,000.00 \$999,000.00 \$3,780,000.00 \$24,000,000.00 \$161,455,500.00	\$23,700,000.00

NO.	ITEM	CAPITAL BUDGET		QUANTITY	UNIT	UNIT PRICE	SUBTOTAL	BUDGET AMOUNT
		PROJ. NO. (i)	YEAR (ii)					
12	SPECIAL ATTRACTIONS BY OTHERS	215A	1995					
	Ontario Workers' Arts and Heritage Centre			4,200	l.s.		\$1,400,000.00	
	Historic Ships Building Centre				sq. m	\$2,150.00	\$9,030,000.00	
	Fish & Wildlife Habitat Restoration Project Improvements North of Harvey Park				l.s.		\$3,200,000.00	
	Leander Boat House (new)				l.s.		\$1,000,000.00	
							\$14,630,000.00	\$14,630,000.00
13	PRIVATE SECTOR DEVELOPMENTS							
	Barton-Locke District, Residential Development			61,600	sq. m	\$1,100.00	\$67,760,000.00	
	Barton-Locke District, Parking Garage Development			830	space	\$15,000.00	\$12,450,000.00	
	Gardens District, Residential Development			21,200	sq. m	\$1,100.00	\$23,320,000.00	
	Gardens District, Commercial / Retail Development			3,600	sq. m	\$1,200.00	\$4,320,000.00	
	Gardens District, Parking Garage Development			400	space	\$22,500.00	\$9,000,000.00	
	Bay St. District, Residential Development			45,300	sq. m	\$1,100.00	\$49,830,000.00	
	Bay St. District, Commercial / Retail Development			20,200	sq. m	\$1,200.00	\$24,240,000.00	
	Bay St. District, Hotel and Associated Facilities			45,000	sq. m	\$1,600.00	\$72,000,000.00	
	Bay St. District, Parking Garage Development			1,365	space	\$22,500.00	\$30,712,500.00	
	Historical District, Commercial / Retail Development			31,000	sq. m	\$1,200.00	\$37,200,000.00	
	Historical District, Institutional Development			10,800	sq. m	\$1,200.00	\$12,960,000.00	
	Historical District, Parking Garage Development			1,000	space	\$15,000.00	\$15,000,000.00	
	Special Attractions District, Residential Development			21,100	sq. m	\$1,100.00	\$23,210,000.00	
	Special Attractions District, Commercial / Retail Development			9,700	sq. m	\$1,200.00	\$11,640,000.00	
	Special Attractions District, Parking Garage Development			600	space	\$15,000.00	\$9,000,000.00	
	Bayfront District, Residential Development			39,100	sq. m	\$1,100.00	\$43,010,000.00	
	Bayfront District, Commercial / Retail Development			17,200	sq. m	\$1,200.00	\$20,640,000.00	
	Bayfront District, Parking Garage Development			1,200	space	\$15,000.00	\$18,000,000.00	
	CN Station Commercial / Retail Development			5,400	sq. m	\$1,200.00	\$6,480,000.00	
	CN Station Parking Garage Development			175	space	\$15,000.00	\$2,625,000.00	
	Macassa Bay Commercial / Retail Development			1,600	sq. m	\$1,200.00	\$1,920,000.00	
	Harbour West Marina Residential Development			6,900	sq. m	\$1,100.00	\$7,590,000.00	
	Harbour West Marina Commercial / Retail Development			24,000	sq. m	\$1,200.00	\$28,800,000.00	
							\$531,707,500.00	
							TOTAL	\$964,453,000.00

Abbreviations

ha = hectares
l.m = linear metre
l.s. = lump sum
sq. m = square metres

Notes

- Capital Budget Project No. and Year refer to the approved 1995-2004 Capital Budget Program.
- Year that funding was approved.
- Funding for the multicultural gardens approved in the 1992-2001 Capital Budget Program.
- The aquarium could be built by the private sector.

**COST ESTIMATE of the CONCEPT PLAN
for BAYFRONT PARK**
1995 DOLLARS

NO.	ITEM	DESCRIPTION	QUANTITY	UNIT	UNIT PRICE	SUBTOTAL	BUDGET AMOUNT
PHASE I - 1997							
1	Washrooms at Pumping Station		1	l.s.	\$45,000.00	\$45,000.00	\$45,000.00
2	Maintenance Compound		1	l.s.	\$20,000.00	\$20,000.00	\$20,000.00
3	Pedestrian Corridor	- landscape improvements to pedestrian corridor through MacDonald Marine Services site	1	l.s.	\$100,000.00	\$100,000.00	\$100,000.00
4	Irrigation and Water Distribution	- chambers - water service/valves - irrigation piping/spray heads, etc.	3 1 10	ea. l.s. ha	\$12,500.00 \$40,000.00 \$26,000.00	\$37,500.00 \$40,000.00 \$260,000.00	\$338,000.00
5	Performing Arts Facility/Multi-Purpose Building	- design of building	1	l.s.	\$80,000.00	\$80,000.00	\$80,000.00
6	Upper Level Walkway/Service Road	- washrooms - power centres - hydro receptacles	1 4 10	l.s. ea. ca.	\$86,000.00 \$7,000.00 \$1,500.00	\$86,000.00 \$28,000.00 \$15,000.00	\$129,000.00
						Sub-Total Phase I - 1997	\$712,000.00
						Contingency (20%)	\$142,000.00
						Total Phase I - 1997	\$854,000.00
PHASE I - 1998							
7	Upper Level Walkway/Service Road	- asphalt roadway 6m wide - lighting (waterfront fixture) complete with distribution	1050 27	l.m. ca.	\$240.00 \$4,900.00	\$252,000.00 \$132,300.00	\$384,300.00
						Sub-Total Phase I - 1998	\$384,300.00
						Contingency (20%)	\$75,700.00
						Total Phase I - 1998	\$460,000.00

NO.	ITEM	DESCRIPTION	QUANTITY	UNIT	UNIT PRICE	SUBTOTAL	BUDGET AMOUNT
PHASE II - 2003							
1	Upper Level Walkway/Service Road	- lighting (waterfront fixture) complete with distribution	45	ea.	\$4,900.00	\$220,500.00	\$220,500.00
2	Asphalt Parking Area	- asphalt paving of boat launch parking area	1	l.s.	\$86,000.00	\$86,000.00	\$86,000.00
3	Multi-Purpose building	- washrooms/changerooms/offices/kitchen/service area - design	270 1	sq. m l.s.	\$1,650.00 \$28,000.00	\$445,500.00 \$28,000.00	\$473,500.00
4	Performing Arts Facility	- stage/covered seating area shared with kitchen of multi-purpose building - contingency	1325 1	sq. m l.s.	\$580.00 \$77,000.00	\$768,500.00 \$77,000.00	\$845,500.00
5	Entrance Building	- ticket sales/rentals/lockers/concession - consulting fees	70 1	sq. m l.s.	\$1,650.00 \$11,500.00	\$115,500.00 \$11,500.00	\$127,000.00
6	Children's Play Area	- perimeter curb/rubber surface - play structure/equipment - lighting (waterfront fixture) complete with distribution	1 1 3	l.s. l.s. ea.	\$50,000.00 \$60,000.00 \$4,900.00	\$50,000.00 \$60,000.00 \$14,700.00	\$125,000.00
7	Feature Art Area	- paved plaza - reflecting pool/chamber/pool equipment - seat wall - sculpture podium - curbing - planting - lighting (waterfront fixture) complete with distribution	475 1 92 1 76 216 6	sq. m l.s. l.m l.s. l.m sq. m ea.	\$70.00 \$75,000.00 \$600.00 \$5,000.00 \$70.00 \$70.00 \$4,900.00	\$33,250.00 \$75,000.00 \$55,200.00 \$5,000.00 \$5,320.00 \$15,120.00 \$29,400.00	\$218,290.00
8	Sun Shelters	- major 70sq. m with hydro/water/BBQ - minor 20sq. m with hydro - bench 6m x 2m	2 1 9	ea. ea. ea.	\$105,000.00 \$30,000.00 \$15,000.00	\$210,000.00 \$30,000.00 \$135,000.00	\$375,000.00

NO.	ITEM	DESCRIPTION	QUANTITY	UNIT	UNIT PRICE	SUBTOTAL	BUDGET AMOUNT
9	Natural Area Boardwalk	- timber deck on concrete piles - lighting (waterfront fixture) complete with distribution - consulting fees	150 3 1	sq. m ea. l.s.	\$350.00 \$4,900.00 \$5,500.00	\$52,500.00 \$14,700.00 \$5,500.00 \$72,700.00	\$73,000.00
10	Site Amenities	- benches - litter containers - drinking fountains - bicycle racks - interpretive signs	20 15 3 6 6	ea. ea. ea. ea. ea.	\$1,000.00 \$600.00 \$8,000.00 \$500.00 \$5,400.00	\$20,000.00 \$9,000.00 \$24,000.00 \$3,000.00 \$32,400.00 \$88,400.00	\$90,000.00
Sub-Total Phase II - 2003							\$2,634,000.00
Contingency (20%)							\$527,000.00
Inflation Increase							\$294,000.00
Total Phase II - 2003							\$3,455,000.00
Total Phases I and II							\$4,769,000.00

Abbreviations

ca. = each
ha = hectares
l.m = linear metre
l.s. = lump sum
sq. m = square metres



Chapter 11

Economic Impact Analysis

Chapter 11

ECONOMIC IMPACT ANALYSIS

11.1 INTRODUCTION

A preliminary economic impact analysis has been prepared by staff to illustrate the economic benefits that may be realized from new development in the West Harbourfront Precinct. The economic impact model offered in this chapter is based on the concept plan and development scenario described in this report. The estimate of total building area in this scenario is summarized in Table 5, and the estimate of new residential dwellings, new residents and new full-time employees is summarized in Table 6.

The cost estimate for this development scenario is provided in Chapter 10. This

economic impact model is based on the construction values from that cost estimate and on the following assumptions:

- a. The unit prices for construction of the various types of buildings and structures are average prices in 1995 dollars.
- b. Construction values are based on 40% material and 60% labour content.
- c. Average annual wage used in the materials sector is \$40,000. and in the labour sector is \$45,000.

11.2 EMPLOYMENT ANALYSIS

11.2.1 Construction Analysis

CN Marshalling Yard Relocation	\$ 99,700,000.
Municipal Operations Relocation	6,604,000.
Site Clearing	8,360,000.
Shoreline Protection	1,080,000.
Pedestrian Underpass	2,500,000.

Municipal Infrastructure	30,134,000.
Municipal Streets	19,545,000.
Structures Over and Beside CN Tracks	29,637,000.
Landscape and Open Space Development	23,700,000.
Municipal Capital Projects	161,455,500.
Special Attractions by Others	14,630,000.
Private Sector Developments	531,707,500.
Bayfront Park Development	<u>5,047,000.</u>
Total Construction Values	\$934,046,000.

11.2.2 Person Years of Employment from Construction

Materials Sector

$$\begin{array}{lcl} \$934,100,000. \times 40\% = & \underline{\$373,640,000.} & = 9,341 \text{ employee years} \\ & \$40,000./\text{employee year} & \end{array}$$

Labour Sector

$$\begin{array}{lcl} \$934,100,000. \times 60\% = & \underline{\$560,460,000.} & = 12,454 \text{ employee years} \\ & \$45,000./\text{employee year} & \end{array}$$

$$\text{Total Construction Employment} = 21,795 \text{ employee years}$$

11.2.3 Long-Term Employment

Retail 2,223 employees
One full-time employee for every 46 sq.m. (495 sq.ft.) of development

Commercial 453 employees
One full-time employee for every 23 sq.m. (248 sq.ft.) of development

Hotel 250 employees
One full-time employee for every hotel room

Institutional 252 employees
One full-time employee for every 140 sq.m. (1,507 sq.ft.) of development

Theatre 35 employees
IMAX theatre and outdoor amphitheatre

Multicultural Gardens

The Economic and Operational Impact Study of T. B. McQuesten Multicultural Gardens by the Economic Planning Group (EPG) has reported that the fully developed and intensively programmed facility would create 17 new full-time positions and 32 seasonal and part-time positions. This would equate to 33 full-time employees.

Summary

Retail	2,223
Commercial	453
Hotel	250
Institutional	252
Theatre	35
Multicultural Gardens	<u>33</u>
Total	3,246 full-time employees

11.3 VISITOR ATTENDANCE AND SPENDING ANALYSIS

A detailed attendance, income, and spending analysis was not part of the scope of work of the WHDS. However, two previous economic impact studies for specific projects, which have been incorporated into the concept plan for the West Harbourfront Precinct, provide some insight into the potential attendance levels and spending characteristics.

The Economic Impact Study for the Hamilton-Scourge Museum (1988) by EPG reported that the projected annual attendance could be 1,093,400 to a complex that included the Hamilton-Scourge Museum, an IMAX theatre, and a waterfront village. In the Economic and Operational Impact Study of T. B. McQuesten Multicultural Gardens (1993) and the subsequent Break-Even Analysis (1995), EPG reported that the fully developed and

intensively programmed facility could achieve a projected annual attendance of 233,100 if located in the West Harbourfront Precinct.

In the T. B. McQuesten Multicultural Gardens Study, EPG estimated that the average visitor spending could be \$34.15. This average includes automobiles, commercial transportation, local transportation, accommodation, food and beverage, attractions, recreation and entertainment and retail expenditures.

Given the results of these two economic impact studies, it can be concluded that the projected attendance to the West Harbourfront Precinct could exceed 1,326,500 visitors and generate at least \$45,300,000. in spending each year. Constructing other special attractions, such as an aquarium and a new Hamilton Military Museum, could add to these estimates.

11.4 TAX ASSESSMENT

A detailed estimate of the projected taxation revenues associated with the concept plan was not part of the WHDS. However, staff contacted the local Ontario assessment office to ascertain the potential increase in realty taxation revenue that might be achieved from redevelopment. They reported that the current realty taxes generated from the existing assessment is approximately \$1,587,000. If the West Harbourfront Precinct were redeveloped to the development scenario presented in this report, the total potential taxation annual revenue, excluding business tax, would be in the neighbourhood of \$12,500,000.

11.5 DEVELOPMENT CHARGES

Development charges allow for the recovery of costs for services attributable to growth. These services include the installation of water services, sanitary and storm sewers, and the construction of roads. On July 14, 1994, Regional Council passed Regional By-law R94-064 imposing development charges on residential and non-residential developments which increase the need for services.

The development charges imposed by the by-law are effective August 1, 1995. For the West Harbourfront Precinct Concept, the following charges shall apply:

Apartment Residential Units
\$2,159. per unit

Non-Residential Development*
\$2.60 per square foot
(\$28.00 per square metre)

* the charge of \$2,60 sq. ft. (28.00 sq.m.) becomes effective on August 1, 1996. A ceiling on charges is set at 150,000 sq. ft. (13,935 sq.m.) per building.

Potential Development Charges

Residential Developments
2,100 dwellings x \$2,159./unit
= \$4,533,900.

Retail/Commercial Developments
115,200 sq.m. x \$28./sq.m.
= \$3,225,600.

Hotel Development
13,935 sq.m. x \$28./sq.m.
= \$390,180.

Institutional Developments
35,800 sq.m. x \$28./sq.m.
= \$1,002,400.

Total **\$9,152,080.**

11.6 CONCLUSIONS

Based on the preliminary economic impact analysis prepared by staff, the redevelopment of the West Harbourfront Precinct according to the concept plan and development scenario presented in this report would provide the following benefits:

a)	Total construction employment	21,795 employee years
b)	Long-term employment	3,246 full-time employees
c)	Annual visitor attendance	over 1,326,500 people
d)	Annual visitor spending	over \$45,300,000.
e)	Annual potential taxes (excluding business taxes)	approx. \$12,500,000.
f)	Development charges	approx. \$9,150,000.
g)	New residents	3,150

This analysis, while of a preliminary nature, does provide a numeric job creation and attendance value to the community. It is recommended that a more detailed economic impact study be undertaken to provide more definitive estimates of employment, attendance, spending, and taxes.



PRELIMINARY ESTIMATE OF TOTAL BUILDING AREA
based on the
CONCEPT PLAN for the WEST HARBOURFRONT PRECINCT

NO.	DISTRICT	RESIDENTIAL		RETAIL / COMMERCIAL		INSTITUTIONAL		PARKING GARAGE SPACES		OTHER		COMMENTS
		sq. m.	sq. ft.	sq. m.	sq. ft.	sq. m.	sq. ft.	private	municipal	sq. m.	sq. ft.	
1	Burlington Heights District	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
2	Strathcona District	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
3	Barton-Locke District	61,600	663,100	n/a	n/a	n/a	n/a	830	n/a	n/a	n/a	
4	Gardens District	21,200	228,000	3,600	38,800	n/a	n/a	400	250	n/a	n/a	
5	Bay Street District	45,300	487,600	20,200	217,450	n/a	n/a	1,365	175	45,000*	484,400*	* Hotel - 250 rooms
6	Historic District	n/a	n/a	31,000	333,700	10,800	116,300	1,000	825	n/a	n/a	
7	Special Attractions District	21,100	227,100	9,700	104,400	24,500	263,700	600	n/a	n/a	n/a	
8	Bayfront District	39,100	420,900	17,200	185,100	n/a	n/a	1,200	n/a	n/a	n/a	
9	CN Station District	n/a	n/a	5,400	58,100	n/a	n/a	175	350	1,400*	15,100*	* Multi-Purpose Building
10	Bayfront Park District	n/a	n/a	2,500	26,900	500	5,400	n/a	n/a	n/a	n/a	
11	Macassa Bay District	n/a	n/a	1,600	17,200	n/a	n/a	n/a	n/a	n/a	n/a	
12	Pier 4 Park District	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
13	Harbour West Marina District	6,900	74,300	24,000	258,350	n/a	n/a	n/a	n/a	n/a	n/a	
14	Eastwood Park District	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
15	North End Neighbourhoods District	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
TOTALS		195,200	2,101,000	115,200	1,240,000	35,800	385,400	5,570	1,600	46,400	499,500	

Notes

- i The areas presented above have been calculated from the concept plan based on the number of footprints drawn on the plan multiplied by the number of proposed stories.
- ii These figures are preliminary estimates for one possible development scenario and are subject to change as the concept plan is refined.
- iii The figures have been rounded off and the metric and imperial measurements may not necessarily be exact equivalents.

**PRELIMINARY ESTIMATE of NEW DWELLINGS, RESIDENTS and EMPLOYEES
based on the
CONCEPT PLAN for the WEST HARBOURFRONT PRECINCT**

NO.	DISTRICT	RESIDENTIAL		RETAIL	COMMERCIAL	INSTITUTIONAL	TOTAL
		No. of Dwellings (i)	No. of Residents (ii)	No. of Employees (iii)	No. of Employees (iv)	No. of Employees (v)	Residents and Employees
1	Burlington Heights District	n/a	n/a	n/a	n/a	n/a	n/a
2	Strathcona District	n/a	n/a	n/a	n/a	n/a	n/a
3	Barton-Locke District	663	995	n/a	n/a	n/a	995
4	Gardens District	228	342	78	n/a	33	453
5	Bay Street District	487	730	329	469	n/a	1,528
6	Historic District	n/a	n/a	675	n/a	77	752
7	Special Attractions District	227	340	211	n/a	210	761
8	Bayfront District	421	632	256	234	n/a	1,122
9	CN Station District	n/a	n/a	117	n/a	n/a	117
10	Bayfront Park District	n/a	n/a	n/a	n/a	n/a	n/a
11	Macassa Bay District	n/a	n/a	35	n/a	n/a	35
12	Pier 4 Park District	n/a	n/a	n/a	n/a	n/a	n/a
13	Harbour West Marina District	74	111	522	n/a	n/a	633
14	Eastwood Park District	n/a	n/a	n/a	n/a	n/a	n/a
15	North End Neighbourhoods District	n/a	n/a	n/a	n/a	n/a	n/a
TOTALS (vi)(vii)		2,100	3,150	2,223	703	320	6,396

Notes

- i The number of dwellings has been calculated using the total residential floor area shown on Table 5 divided by 92.9 sq. m (1000 sq. ft.).
- ii The number of residents has been calculated from the total number of dwellings multiplied by 1.5 people per dwelling.
- iii The number of retail employees represents full-time positions and has been calculated using the total floor area shown on Table 5 divided by 46 sq. m (46 sq. ft.) per worker.
- iv The number of commercial employees represents full-time positions and has been calculated using the total floor area shown on Table 5 divided by 23 sq. m (248 sq. ft.) per worker plus 250 employees for the hotel.
- v The number of institutional employees represents full-time positions and has been calculated using the total floor area shown on Table 5 divided by 140 sq. m (1507 sq. ft.) per worker.
- vi These estimates represent the potential employment impact of the concept summarized on Table 5 and serve as a basis of comparison with other development scenarios.
- vii These figures are preliminary estimates for one possible development scenario and are subject to change as the concept plan is refined.



Chapter 12

Recommended Actions

Chapter 12

RECOMMENDED ACTIONS

12.1 INTRODUCTION

The three primary goals of the WHDS were:

- to prepare a concept plan and development guidelines for the integrated development of the West Harbourfront Precinct
- to prepare a detailed development plan for the Bayfront Park site and,
- to study the feasibility of developing a multi-use sports complex within the West Harbourfront Precinct.

In this Chapter, a number of actions and recommendations are suggested for each of the primary components of the WHDS.

12.2 WEST HARBOURFRONT PRECINCT

The WHDS was a first step towards generating a plan to redevelop the West Harbourfront Precinct over the next 20 to 30 years. The concept plan and development guidelines

presented in this report provide a vision to redevelop the CN marshalling yard, under-used and existing industrial lands, municipal properties, and other privately and publically held properties. This complex project will require many actions including further detailed studies, partnership agreements, official plan and zoning amendments, land assembly, environmental assessment approvals, and financing. The City can continue to advance this project as a facilitator for the planning process and by focusing the attention and efforts of existing land owners, senior governments, and future investors.

Action #1

A concept plan, development guidelines, and this final report complete the mandate of the WHDS Steering Committee and the supporting Technical Advisory Committee. This final report must be received by City Council and forwarded to the Region of Hamilton-Wentworth for information.

Recommendation #1

It is recommended that the WHDS Final Report: A Vision for the Future be received by City Council and furthermore, wherein this report completes the mandate of the Steering Committee, it is recommended that the WHDS Steering Committee and its supporting Technical Advisory Committee be disbanded.

Action #2

During the WHDS, interest was expressed by several private sector developers about the development and investment opportunities in the West Harbourfront Precinct. Many of these developers are waiting for the results of the WHDS. There are principal developers in Canada, United States, Europe and Asia who are looking for investment opportunities in this part of Canada. It is important to determine which major developers and investors are interested in this project, and the depth of their interest, to assess the economic viability of continuing with the initiative, including financial participation in the marshalling yard relocation.

Recommendation #2

It is recommended that, under the direction of the Chief Administrative Officer (CAO), a staff committee, with the assistance of staff of the Economic Development Department, be authorized to undertake a suitable

degree of promotion of the development and investment opportunities associated with the West Harbourfront Precinct to the development community (local, national, international), and invite formal submissions of interest and/or development proposals in order to test the economic viability of redevelopment.

Recommendation #3

It is recommended that a capital budget package prepared, submitted and referred to the Capital Budget Sub-Committee of the Management Team in the 1996-2005 Capital Budget Program for consideration for approved expenditures in 1996 by Parks and Recreation Committee to facilitate the preparation of material required to promote the development opportunities in the West Harbourfront Precinct be endorsed.

Recommendation #4

That this report be forwarded to the Region's Economic Development and Planning Committee for information and that the Region be requested to authorize staff of the Economic Development Department to assist City Staff with promoting the project/concept to the development community (local, national, international).

Recommendation #5

It is recommended that the CAO report to City Council by November 1996 on the responses from the development community on their interest to invest and develop within the West Harbourfront Precinct.

Action #3

A key aspect of the concept plan for Hamilton's West Harbourfront Precinct is the relocation of the CN marshalling yard. The Government of Canada is moving quickly to privatize CN. If CN is sold to private interests, the opportunity to relocate the marshalling yard will be affected, however at this point the specifics are unclear.

Given the organizational changes within CN, it is imperative that the City of Hamilton act immediately to impress upon the Government of Canada and CN, the importance to the City of relocating the marshalling yard to enable the advancement of this major initiative for the West Harbourfront Precinct.

It is imperative that the City also secure commitments from and partnership agreements with senior levels of government, CN, and the Hamilton Harbour Commissioners for the participation in funding and execution of the relocation of the marshalling yard.

Recommendation #6

It is recommended that City Council authorize the Mayor to convey to the Government of Canada, Province of Ontario, and CN, the City's continued

interest in advancing the opportunity of redevelopment of the West Harbourfront Precinct based upon the relocation of the CN marshalling yard and to request of affected parties that no action be taken that would compromise redevelopment opportunities during the time that formal expressions of interest for development are being sought from the private sector.

Action #4

One of the primary components of the concept plan is the development of a pedestrian/bicycle trail from Cootes Paradise to Bayfront Park. This trail will connect Princess Point to Bayfront Park. The route would cross over the Chedoke Creek, pass through the Desjardins Canal cut and follow along the shoreline of the CN lands. The trail will include asphalt surfaces, lighting, landscaping, and boardwalks. This trail will provide a vital component in improving public access to our civic water-based resources. The timing of the project is meant to coincide with the expenditure of approximately \$3,000,000.00 in federal funding for the Fish and Wildlife Habitat Restoration Project - Carp Barrier and Access Road at Desjardins Canal.

A capital budget submission was made in the 1995-2004 Capital Budget Program (project no.144) for the proposed work over a four-year period. On March 9, 1995, City Council approved the capital budget, which schedules the work for 2000 to 2002. The City has secured a grant in the amount of \$235,550.00 from the Waterfront Regeneration Trust to match the City's contribution of \$235,550.00.

A financial commitment from the Fish and Wildlife Habitat Restoration Project in the amount of \$566,714.00 for the development of this linkage has also been obtained.

Recommendation #7

It is recommended that the CAO be authorized to negotiate with CN to secure property for a pedestrian/bicycle trail across CN lands between Bayfront Park and the Desjardins Canal.

Recommendation #8

It is recommended that a capital budget package prepared, submitted and referred to the Capital Budget Program Sub-Committee of the Management Team in the 1996-2005 Capital Budget Program for consideration by the Parks and Recreation Committee to construct a pedestrian bicycle trail from Cootes Paradise and Princess Point to Bayfront Park be endorsed.

12.3 BAYFRONT PARK

Bayfront Park is owned and maintained by the City of Hamilton; therefore, any improvements can be undertaken at the discretion of the City. A detailed cost estimate showing a breakdown of the proposed work is included in Chapter 10. Bayfront Park is currently being used extensively by the citizens of Hamilton and is the venue for many special events. The proposed improvements are required to satisfy citizen needs, better

accommodate special events, and protect the City's investment in the park.

A capital budget submission was made in the 1995-2004 Capital Budget Program (project no.143) for the proposed work. On March 9, 1995, City Council approved the capital budget, which schedules Phase 1 of the work in 1997 and 1998 and Phase 2 in 2003.

Recommendation #9

It is recommended that the concept plan for the development of Bayfront Park be approved and that a capital budget package for the development of Bayfront Park prepared, submitted and referred to the Capital Budget Sub-Committee of the Management Team for consideration in the 1996-2005 Capital Budget Program by the Parks and Recreation Committee be endorsed. In addition to capital development, the WHDS dealt with the preparation of Special Events Guidelines for Hamilton's waterfront parks.

Recommendation #10

It is recommended that the approved Special Events Guidelines prepared for Pier 4 Park and Bayfront Park should be put into effect for the 1996 festival season, and that conditions and requirements in these guidelines should be understood and met by applicants prior to issuing a Special Events Permit.

12.4 MULTI-USE SPORTS COMPLEX

Within the West Harbourfront Precinct, it was felt that the Eastwood Park site on Burlington St. would be the most suitable of the several locations that were considered. The site may be considered in relation to other candidate sites when a site location study is undertaken.

Recommendation #11

When a full site selection and needs study is undertaken for a multi-use sports complex, it is recommended that Eastwood Park be the only site within the West Harbourfront Precinct that is considered.





Appendix A

WHDS Terms of Reference

Appendix A

WEST HARBOURFRONT DEVELOPMENT STUDY TERMS OF REFERENCE

APRIL 7, 1993

Introduction

Hamilton is blessed with numerous natural features which have helped shape the development and character of this City. Of all the significant features such as the Niagara Escarpment, Cootes Paradise, Hamilton Beach, numerous ravines and watercourses, Hamilton Harbour with access to Lake Ontario has contributed the most to this City's development.

As with numerous other cities around the globe which share Hamilton's good fortune in having a significant harbour, a long range vision is required which will govern the future development of the land base forming the most integral part of our waterbased resource.

The West Harbourfront Development Study is intended to be a comprehensive, multi-disciplinary project which will ultimately lead to a development vision to guide the future of the West Harbourfront Precinct.

In order for this study to be truly 'comprehensive' and to achieve the desired end product, the study process must involve the perspectives and cooperation of numerous public and private agencies. In this regard, commitment to the study will be the key to it's success.

It is imperative to recognize from the outset that the number of Civic and Regional departments, sub-committees of Council, public and private interest groups having the skills, interests and jurisdictions concerning the many facets of the study, is very large.

The coordination and integration of these various groups and the monitoring and follow through on related tasks will be the most formidable aspect of the overall study. To this end, a Steering Committee and supporting Technical Advisory Committee will be formed to ensure the ongoing direction and commitment needed for the successful completion of the project.

Mission Statement

The City of Hamilton, through the West Harbourfront Development Steering Committee, will undertake a comprehensive, multi-disciplinary study of the West Harbourfront Precinct to prepare development concept plans to guide the future development of this resource.

Recognizing that the study is unique and impacts upon the entire Community of Hamilton, this study must integrate a broad range of issues and interests in a comprehensive process that is simple, efficient and fiscally responsible in nature.

Goals

For the long term, prepare development guidelines and conceptual plans for the successful, integrated development of the West Harbourfront Precinct.

For the short term, prepare detailed development plans for the Harbourfront Park site.

Study the feasibility of developing a multi-use sports complex/feature attraction, within the West Harbourfront Precinct.

Principles

1. The Steering Committee will co-ordinate the overall study through the Parks and Recreation Committee, having the authority to represent City Council.
2. The study shall be undertaken by a team of 'in-house' staff from various Civic and Regional Departments to the extent possible with private sector consultants undertaking specific tasks under the direction of the Steering Committee.
3. The study process shall incorporate private and public sector representation, neighbourhood and public at large perspectives. Input shall be solicited through open house meetings and workshops.

-
4. The study process shall incorporate input from the various advisory committees of City Council through liaison representatives, reporting to the Technical Advisory Committee.
 5. The study recognizes the need for universal public access to the waterfront.
 6. The study will reflect positive human and natural environment enhancements within the contexts of sustainable development.
 7. While being complimentary to the City's existing commercial matrix, the study will examine opportunities for new private sector as well as joint venture initiatives within the West Harbourfront Precinct and the community at large.
 8. The study will recognize the need to minimize the negative impacts of any development or intensification of use, to the adjacent residential neighbourhoods and the community at large.
 9. The study will establish a broad range of guidelines to govern the character of new development and redevelopment within the precinct.
 10. The study will develop strategies to encourage land use conversions to uses compatible with the development strategies while remaining sensitive to the integrity of existing community structure.
 11. The study will develop strategies to provide positive tourism, recreation and economic and environmental benefits compatible with the needs of this community.
 12. The study will maintain a fiscal objective to minimize the ongoing financial burden upon the citizens of Hamilton.

STEERING COMMITTEE

Role: The Steering Committee shall coordinate and provide direction for the West Harbourfront Development Study.

Tasks

- a) Secure commitment from Technical Advisory Committee and affected public and private sector agencies to effectively participate in the study.
- b) Establish overall study time frame.
- c) Monitor and evaluate the ongoing progress and direction of the study.
- d) Advance recommendations through Parks and Recreation Committee to City Council.
- e) Act as 'front line' communicators to the public and the media.
- f) Receive information and perspectives from various stakeholders via the Technical Advisory Committee.
- g) Initiate discussions and negotiations with various levels of provincial and federal governments, public and private sector interest groups for the purposes of seeking support and participation in both the study process and the long term implementation strategies.

Composition

The total composition for the Steering Committee shall be ten members comprised of the following:

four City Councillors
three representatives from the local business community
three representatives from the Citizens of Hamilton

*** Note:** Membership of the public and business community level shall be solicited through the City Clerk's advertising and interview process, as per other sub-committees of City Council.

TECHNICAL ADVISORY COMMITTEE

Role: The Technical Advisory Committee shall act in an advisory and reporting capacity to the Steering Committee and direct the undertaking of various technical studies required to successfully complete the study mandate.

Tasks

- a) Secure commitment from the various line departments sub-committees of Council, public and private sector agencies to effectively participate in the study.
- b) Establish a detailed study time frame and monitor effectiveness of work progress.
- c) Review mandates of all departments and participating agencies to establish their role and participant level for the study.
- d) Provide avenues for the two-way flow of communication with all stakeholder and community interest groups.
- e) Evolve a public 'outreach' programme to inform and receive input from the public.
- f) Establish 'task specific' in-house project teams to undertake components of the overall study and assign time-targeted tasks.
- g) Determine project components to be undertaken by outside consultants and prepare specific terms of reference for these assignments.
- h) Review all Civic and Regional initiatives within the West Harbourfront Precinct to evaluate interrelationships and opportunities.
- i) Assemble interim and final reports.
- j) Prepare and present cost projections and capital budget submissions as required through the study process outlining an integrated strategy to implement the approved action steps.
- k) Facilitate public and private sector partnerships with those having interests and resources in the West Harbourfront Precinct towards the long range joint public and private sector implementation of the study action steps.

Composition

The composition of the Technical Advisory Committee will be largely management level representatives from the major civic and Regional Departments actively participating in the study.

Project Co-ordinator	-	R.W. Chrystian
Chief Administrative Officer	-	Joe Pavelka
Local Planning	-	Victor Abraham
Law Department	-	Patrice Noé Johnson
Property Department	-	Dan Vyce
Regional Economic Development	-	Nick Catalano
Regional Special Projects	-	John van der Mark
Regional Environmental Services	-	Konrad Brenner
Treasury Department	-	Alan Ross
Culture and Recreation Department	-	Robert Sugden
Traffic Department	-	Murray Main
Public Works Department	-	Doug Lobo
Parks Division	-	Chris Firth-Eagland
Canadian National Railway	-	To be named

MAJOR STUDY TASKS

Establish Steering Committee

The City Clerk's office will be required to advertise for the three positions of local business community representatives and for the three positions of citizen representatives.

The interviewing for the positions will be undertaken by the Aldermanic representatives on the Steering Committee.

Secure Commitments to Participate

Based upon the magnitude of this study and the interdependence that will evolve between tasks, it is imperative that affected agencies and civic/regional departments commit to undertaking tasks in a timely and efficient fashion.

"Buy in" to the project will be coordinated through the Steering Committee and the upper management level staff on the Technical Advisory Committee.

Finalize Scope of Study/Terms of Reference

The Terms of Reference will be reviewed by the Steering and Technical Committees to reach a consensus understanding of the overall study scope and expectations.

Review Mandate of Internal Departments

The perspectives of each affected Civic and Regional Department must be reviewed quickly. Departments will outline their areas of expertise and jurisdiction and must commit to completing assigned components of the overall project and otherwise participating in a timely fashion.

Affected "in-house" Departments include the following:

City

Chief Administrative Office

City Clerks Department

Culture and Recreation Department

Fire Department

Housing Department

Law Department

Property Department

Public Works Department

Traffic Department

Treasury Department

Region

Economic Development Department
Transportation/Environmental Services Group
Planning and Development Department
Hamilton Region Conservation Authority
Royal Botanical Gardens
Police Department
Hamilton Street Railway

Establish Liaison Representatives of Various Agencies

For the purposes of this study, the following list identifies those sub-committees of Council and public agencies/stakeholder groups who will be required to appoint a designate for ongoing liaison between their respective groups and the Technical Advisory Committee:

CAPIC, Dapcom, Urban Design Committee, LACAC, Parks and Recreation Citizens Advisory Committee, H.S.R., Hamilton Region Conservation Authority, Hamilton Harbour Commissioners, Fish and Wildlife Habitat Restoration Project, BARC, RAP, Ferguson Avenue Redevelopment Advisory Committee, Barton Street, Downtown and International Village BIA's, Hamilton Chamber of Commerce, Regional Bikeways Committee, SEAT, C.N.R., Central/Beasley PRIDE H.INT Advisory Committee, Hamilton Construction Association.

Each of these groups will be requested to prepare a position paper which outlines the agency's perceived role in the study process, focusing on the value that their group will add to the overall project. The position paper will be reviewed by the Technical Advisory Committee and related tasks assigned as determined.

Prepare Study Time Frames

It is imperative that realistic achievable time frames for the study be established early. Progress, accountability, monitoring and expectations all require time frames for measurement. The Steering and Technical Advisory Committee must evaluate the overall project scope to establish the study process "life time".

Review all Civic and Major Private Sector Initiatives Within the West Harbourfront Precinct

All civic and regional capital projects, existing planning studies and major private sector initiatives affecting the precinct must be reviewed. In this fashion, opportunities and constraints can be realized early in the study process.

Impacting initiatives include, but are not limited to, the following:

- Construction of Regional Storm Water Management Facilities
- Perimeter road proposal
- Pier-4 Park development
- Remediation of Harbourfront Park
- Pedestrian and bicycle linkages under development
- Ferguson Avenue project
- GO Transit Study
- Gore Park Improvements
- Dundurn Castle Restorations
- Fish and Wildlife Habitat Restoration Project
- City Hall Redevelopment Study
- Central Area Plan
- North End Neighbourhood PRIDE

Evaluate Major Opportunities and Resources

All public land within the Precinct must be identified with jurisdictional mandates and ownership.

In addition to publicly owned properties such as all parkland, RBG lands, cemeteries and Regional properties, there are other land resources within the precinct which must be evaluated. There exists opportunities to improve the function and condition of many parcels of underutilized land owned by private interests.

In addition, other public agencies such as the Federal Department of Defence which owns the HMCS Star site adjacent to Eastwood Park, and the Canadian National Railway which owns the rail yard adjacent to Stuart Street, may play significant roles in the formulation of a West Harbourfront Development Vision.

Evaluate Comparative Studies and Developments

Numerous waterfront development planning exercises and waterfront developments have been undertaken in other cities. Relevant information from these initiatives should be evaluated as it pertains to this city's circumstances.

Identify Major 'In-House' Tasks and Responsibilities

Based upon the mandate, jurisdictions and areas of expertise of the various civic and regional departments, numerous specific tasks from this study can be best addressed with "in house" staff. The Technical Advisory Committee will assign tasks and responsibilities as determined appropriate to complete the overall study.

Examples of "in-house" tasks could include the design detail work for the ultimate development of Harbourfront Park, the evaluation of civic and regional infrastructures and a major transportation study of the precinct.

Identify External Consultant Tasks

Consultants with expertise in areas such as site/market analysis, sports complex/feature attraction requirements, programming and Environmental Assessments will be required.

The Technical Advisory Committee will recommend the specific tasks to be undertaken by consultants. Various departments will prepare specific Terms of Reference for the assignments such that the Steering Committee may recommend the award of Tender as required.

Establish Task Teams

Component tasks will bridge the jurisdiction of numerous civic and regional departments. To facilitate a cooperative and efficient approach to the completion of assignments, the Technical Advisory Committee will establish working teams who will be empowered to prepare coordinated multi-disciplinary resolutions to assignments.

Monitor Direction, Effectiveness and Timing

The Steering Committee and the Technical Advisory Committee must monitor on an ongoing basis the progress of the project. Adaptations to expectations, work plans and time frames can be made during the course of the study. However, in order to complete the study in a timely, fiscally responsible fashion, ongoing monitoring and reporting is imperative.

Establish Public Outreach Programme

The future of the West Harbourfront area is important to all of the members of this community. The two-way flow of information between the public and Study Team is important to its success.

The perspectives of area residents, the citizens of Hamilton and existing public committees can be incorporated into the study through an effective outreach programme.

The Technical Advisory Committee will outline and implement a strategy that will ensure effective communication with the public. This could include open house meetings, ongoing workshops, and newsletters as examples.

Receive and Evaluate Various Stakeholder Perspectives

Numerous stakeholder groups will be requested to provide "executive summaries" of their concerns, interests and visions for the development of the West Harbourfront Precinct. It is important that all of these perspectives are reviewed at the appropriate time in the study process.

Positive contributions which broaden and legitimize the content and hence the ultimate value of the study will be advanced by a variety of stakeholder groups. Providing mechanisms to review and incorporate these perspectives is imperative to the success of the project.

Evaluate Civic and Regional Infrastructure

All aspects of civic and regional infrastructure within the precinct will be reviewed. In-house staff from various line departments will compile summaries of the adequacy of our existing infrastructure and propose strategies to relieve shortfalls in the context of the overall development schemes.

Prepare Civic/Regional West Harbourfront Precinct Transportation Statement

Transportation issues within the precinct must be evaluated at both the local or micro level -and in the scope of the 'broader picture' or macro level. Study issues will include public transit, rail services, local road and neighbourhood traffic patterns, review of the proposed perimeter road, signage, access points and parking.

This component task is a major undertaking within the scope of the overall study.

Review and Evaluate Related Federal and Provincial Initiatives

The Federal and Provincial governments have implemented numerous planning studies, developments and funding programmes which relate to the City of Hamilton proposed West Harbourfront Development Study. This study will benefit from a thorough review of these related issues such that their perspectives can be integrated into Hamilton's 'vision'. Examples of related studies include:

- Great Lakes Water Quality Agreement
- Remedial Action Plan
- The Provincial Waterfront Trail Study
- The Lake Ontario Greenway Strategy (proposed)
- Royal Commission on the Future of the Toronto Waterfront
- Commission on Planning and Development Reform in Ontario
- Draft 'New Planning in Ontario'

Prepare Overall Draft Concept Plan

As components of the study are completed, staff will be positioned to prepare draft concept plans for the development of the precinct. The graphic representation of development schemes will greatly facilitate the understanding of the physical development issues of the study.

Detailed concepts for the development of Harbourfront Park can be evolved within the context of this study.

Preliminary concepts for the overall 'vision' are achievable as the study process evolves.

Staff from various line departments will participate in the preparation of concept plans under the direction of the Steering and Technical Advisory Committees.

Review Official Plan and Zoning Issues

The development strategies for the West Harbourfront Precinct which evolve through the course of the study may require amendments to the City's official plan and local land use zoning.

Review of the Official Plan and zoning matters must keep pace with the balance of the study in order that desirable amendments, if required, can be undertaken to facilitate implementation of approved land use modifications.

Prepare Long Term Development Guidelines

In addition to the guidelines which will evolve based upon the transportation and land use aspects of the study, additional guidelines must be evolved to ultimately govern the character of new development and re-development in the precinct.

As examples, guidelines concerning architectural aspects of new construction, preservation of site lines and historic elements, provision of public open space and pedestrian/bicycle linkages will be prepared.

Develop Financial Impact Statement

The financial aspects concerning this study can be divided into four basic categories including:

- Allotment of approved \$300,000.00 capital funding for the study
- Overall development strategy implementation costs
- Partnership initiatives to include funding from private sector interests and other levels of government funding
- Economic spinoffs/benefits accruing to the City as a result of development

The City of Hamilton has approved \$300,000.00 in 1993 for the undertaking of the West Harbourfront development study. These funds will be required by line departments to undertake specific 'in-house' tasks. In addition, consultant services will be required to complete the overall study. The Technical Advisory Committee must review the distribution of both in house and external consultant tasks and establish levels of funding for the various agents involved in the study process.

From an overall perspective, the implementation of the development 'vision' and the shorter term development of Harbourfront Park, will require significant capital funds.

An implementation strategy outlining all associated capital and maintenance costs must be evolved as a component of the study. The cost/benefit analysis of any development scenarios will be of utmost importance to the relevance and achievable success of the study findings.

Both 'in-house' and consultant services may be required to develop the global cost/benefit "picture".

The results of this study will form the imputes for accessing federal, provincial and private sector funding. Partnerships between various levels of government and the private sector must be evolved through the course of the study, in order to achieve the best possible climate for positive economic benefit.

Prepare Draft Plan Report

Under the direction of the Technical Advisory Committee the various Task Teams, line departments and consultants will be required to submit component summary reports. The text and conceptual plans will be amalgamated into a West Harbourfront Development Draft Report.

Circularize and Review Draft Report

The Draft report will undergo an intense review by all affected/interested civic and regional departments as well as numerous external agencies. Based upon the comments received through the "bureaucratic" review and those comments received through the public and the standing committees of Council a final report will be prepared for the consideration of City Council.



Appendix B

WHDS Reports and Related Documents

Appendix B

WEST HARBOURFRONT DEVELOPMENT STUDY REPORTS AND RELATED DOCUMENTS

TERMS OF REFERENCE AND RECOMMENDATION REPORTS

The component study reports and information sheets listed below were produced as background information and used in the preparation of the final concept plans and report. The summaries from these reports and all information sheets are bound in the *West Harbourfront Development Study Background Reports*.

COMPONENT STUDY REPORTS

Feasibility Study of Relocating Stuart St. Yard, Hamilton, CANAC Ontario, Final Report, December 1994.

West Harbourfront Development Study, Conceptual Servicing Plan, Preliminary Cost Estimate, Philips Planning & Engineering Ltd. and Regional Municipality of Hamilton-Wentworth, October 11, 1995.

West Harbourfront Development Study: Report on Public Meetings, IER Planning, Research and Management Services, Final Report, April 1995.

West Harbourfront Development Study: Public Meetings to Review the Concept Plan, IER Planning, Research and Management Services, September 1995.

West Harbourfront Heritage Study, Unterman McPhail Cuming Associates, Final Report, February 1995.

INFORMATION SHEETS

Decision No. 1, December 1994
*Goals, Objectives and Plan
Development Principles*

Fact Sheet No. 1, September 1994
*Harbourfront Park: Development
Programme*

Fact Sheet No. 2, November 1994
*Population and Demographic
Characteristics*

Fact Sheet No. 3, March 1995
West Harbour Biological Survey

Issue No. 1, August 1994
Macassa Bay Marina

Issue No. 2, August 1994
Harbourfront Park

Issue No. 3, March 1995
Multi-Use Sports Complex

Issue No. 4, April 1995
T. B. McQuesten Gardens

Issue No. 5, April 1995
Special Attractions

Issue No. 6, April 1995
Shoreline Access and Treatment

Issue No. 7, April 1995
Heritage Issues

Project Update No. 1, August 1994

Project Update No. 2, April 1995

Project Update No. 3, July 1995

Project Update No. 4, November 1995





Study Area Districts

Appendix C

Appendix C

STUDY AREA DISTRICTS

In the West Harbourfront Development Study, the West Harbourfront Precinct has been divided into fifteen districts based on existing cultural heritage landscapes, existing and proposed land uses, and future development zones. These districts are shown on Drawing No. 10 and described below.

C.1 BURLINGTON HEIGHTS DISTRICT

This district includes the area known locally as Burlington Heights and the Northwest Entrance. The district is bounded by Cootes Paradise, the Desjardins Canal, Hamilton Harbour, Dundurn Park and Hamilton Cemetery. Dundurn Park, Harvey Park, Hamilton Cemetery and York Blvd, are the primary land uses. There are many expansive panoramic views of Cootes Paradise, Hamilton Harbour, and the Niagara Escarpment from this location.

Heritage Assessment

This area has a particularly rich, natural and historic legacy. Burlington Heights is part of a natural ridge known as the Iroquois Beach Ridge which was formed by the glacial Lake

Iroquois approximately 14,000 years Before Present. This district has significant cultural heritage interest with a number of locally, provincially and nationally recognized buildings, structures and spaces. Recent conservation initiatives have included the restoration of the T. B. McQuesten (High Level) Bridge, Dundurn Castle, and an archaeological survey and analysis of Dundurn Park.

Land Use

No significant changes to the current land uses in this area are proposed in the concept plan and it is recommended that the heritage and natural aspects of this district be protected.

C.2 STRATHCONA DISTRICT

This district encompasses a well-established residential area at the north end of the Strathcona Neighbourhood. It is generally bounded by Dundurn Park, Tecumseh St., Crooks St., Barton St. W., Queen St. N., McNeil St., Hess St. N., Cannon St. W. and York Blvd. The district is comprised of a grid of linear residential blocks containing mostly modest, vernacular residences. Dwelling types

include single, semi-detached and terrace units with building heights ranging from one to two - and - a - half stories. Many dwellings have side and front gables.

Heritage Assessment

This district has some heritage interest because of its historical links with the former industrial development nearby. This area provided modest accommodations for local workers. The area is also of interest for its linear streetscapes and existing groupings and enclaves of existing vernacular heritage buildings.

Land Use

No changes are recommended to the current land uses in this area.

C.3 BARTON-LOCKE DISTRICT

This district includes those lands north of the Strathcona District. It is generally bounded by Dundurn Park, the CN tracks, Queen St. N., Barton St. W., Crooks St. and Tecumseh St. This area is generally characterized as having vacant industrial lands with some multiple dwelling buildings at the north end of Locke St. N. The potential exists to open up expansive panoramic views of Hamilton Harbour.

Heritage Assessment

The heritage interest in this district is limited to its associations with the formative aspects of Hamilton's industrial growth and development. All of the important buildings and structures

have been demolished, however some dwellings listed on the City's inventory of buildings of architectural and/or historical interest still remain on Locke St. N. and Crooks St.

Land Use

This district has tremendous potential for redevelopment. The current zoning is heavy industrial. It is recommended to change this zoning to restrict development to multiple residential dwellings that would be compatible to the residential area in the Strathcona District.

C.4 GARDENS DISTRICT

This district includes the proposed multicultural gardens and the area of redevelopment around it. It is generally bounded by Bay St. N., Cannon St. W., Hess St. N., McNeil St., Queen St. N., the CN tracks and the Bay Street District. This district contains Central Park, the City's Central Services Building and Central Garage, established residential areas, and industrial buildings.

Heritage Assessment

The residential area has some heritage interest because of its historic links with the former industrial development. The area contains some groupings and enclaves of existing vernacular heritage buildings that are interspersed throughout. One dwelling at 172 Hess St. N. is a designated property under the Ontario Heritage Act. Existing industrial building have little architectural interest.

Land Use

This district has tremendous potential for redevelopment. The extensive municipal land holdings and vacant properties provide the City with immediate opportunities to implement the concept plan. A magnificent view from the high lands at Bay St. N. and Cannon St. W. to the harbour provide the best potential to integrate the downtown with the waterfront. The centrepiece of the Gardens District is the proposed multicultural gardens which would extend from Bay St. N. and Cannon St. W. to the amphitheatre in the Special Attractions District. Existing dwellings and proposed multiple dwelling apartment style buildings would border the gardens on the north, west and south sides. Retail development would be encouraged along the eastside. Central Park would be relocated to a new site between Queen St. W. and Hess St. W., north of McNeil St. Changes to the existing zoning may be required.

C.5 BAY STREET DISTRICT

This district is bounded on the east by Bay St. N. between Cannon St. W. and Stuart St., the multicultural gardens on the west and the CN tracks on the north. The area contains a variety of uses including industrial and residential areas, and the City's Central Services Building.

Heritage Assessment

Residential buildings on Bay St. N. are included on the City's inventory of buildings of architectural and/or historic interest. Bay St. N. was one of the first roads that connected the original townsite of Hamilton (1816) to the wharves on the harbour. The

remaining area has limited heritage interest.

Land Use

The primary features of the concept plan in this district include a transportation corridor for Options 1 and 2 of the Perimeter Road, and new mixed-use developments. Changes to the existing zoning may be required.

C.6 HISTORIC DISTRICT

This district includes the lands below Burlington Heights immediately north of Dundurn Park. It is generally bounded by the harbour to the north, the Special Attractions District to the east (Locke St.N.) and the slope of Burlington Heights to the west. These lands are currently used for the CN main lines and marshalling yard.

Heritage Assessment

This area has significant heritage interest as it is the site of the first European settlement by Richard Beasley in 1785. At this site, Beasley constructed a wharf, from which he traded to newcomers and would-be settlers. The site is also the location of the first railway to come into Hamilton (Great Western Railway), in the 1850s which helped the growth of industry in Hamilton.

Land Use

The concept plan proposes to designate this district as a historic redevelopment zone to restrict developments to commercial and institutional developments that have a historical focus. The intent is to protect the zone immediately in front of Dundurn Castle, preserve and open up the views to and from

the Castle, and to recognize the significance of this place as an early settlement area of Hamilton. The current zoning is heavy industrial, which may need to be amended.

C.7 SPECIAL ATTRACTIONS DISTRICT

This district includes that portion of the current CN marshalling yard bounded by the Bayfront District on the east, Gardens District and Barton-Locke District on the south, the Historic District on the west, and Hamilton Harbour on the north. These lands are currently used for the CN main lines and marshalling yard.

Heritage Assessment

Historically, this was the heart of Hamilton's early industrial development. The rail yards and industrial lands in the vicinity of Stuart St. once comprised a significant complex of work shops and foundries, as well as associated railway buildings, including the roundhouse and wharf. All of the important buildings and structures have been demolished.

Land Use

This district is designated as a special development zone in the concept plan to create a major attractions complex with ancillary retail and commercial developments to establish this district as a "world-class" entertainment centre to greatly enhance tourism to the City. The current zoning is heavy industrial which may need to be amended.

C.8 BAYFRONT DISTRICT

This district is generally bounded by Bayfront Park on the north, Bay St. N. on the east, the CN tracks on the south, and the Special Attractions District on the west. These lands are currently used for the CN main lines and marshalling yard.

Heritage Assessment

This area was originally a low marsh area and did not have any significant structures. The area was filled when the railway was developed in the 1850s. The old Grand Trunk station (1875-1931) once stood on Stuart St. at Tiffany St.

Land Use

This area is intended for mixed-use development, featuring low-rise buildings having retail uses on the ground floor and apartment style dwellings above. The current zoning is heavy industrial, which may need to be amended.

C.9 CN STATION DISTRICT

This district includes the lands around the CN Station and Custom House. It is bounded by Strachan St. on the north, John St. N. on the east, Murray St. on the south, and Bay St. N. on the west. This area currently includes the CN Station, a number of main and secondary tracks, residential, commercial and institutional buildings, and green space.

Heritage Assessment

This area has significant heritage interest. Notable community landmarks that remain are

the Custom House, CN Station, both designated heritage buildings, the Bayview Tavern, and the former McIlwraith School on Murray Street.

Land Use

The intent of the concept plan is to maintain the character of this area. Stuart St. would be extended to James St. N. A parking garage would be developed on the embankment along the CN rail lands and integrated with the adjacent area. The existing lawn and parking lot in front of the CN station would become a public park. The CN station would be retained and renovated for commercial, institutional and transportation uses. The current zoning of the rail lands is light and limited heavy industrial which may require amendment.

C.10 BAYFRONT PARK DISTRICT

This district includes the municipal lands west of Bay St. N. and north of the railway lands. The existing uses are a developed municipal park, waterfront trail, a parking lot, a public boat launch, and a municipal pumping station.

Heritage Assessment

The property has been created as a result of land and harbour filling. The construction of an underground combined sewer overflow tank in 1993 and the remediation of the former Lax Property in 1993 has transformed the property into a public park. The site was the location of several wharves and boat houses during the 1870s to 1900s, however, these have since been removed. The land filling and reconfiguration of the landscape has limited the heritage value of this area.

Land Use

A new club house is proposed south of the public boat launch for the Leander Boat Club and a parks maintenance building is proposed east of this. Bayfront Park will be developed with a multi-purpose building, a gate house and other park facilities. Changes to the current zoning are not required.

C.11 MACASSA BAY DISTRICT

The Macassa Bay District includes the lands below the Bay St. N. bluff between Pier 4 Park and Bayfront Park. Currently two marinas are in this area; MacDonald Marine Services and the Macassa Bay Yacht Club.

Heritage Assessment

This area has some heritage interest because of its historic associations with Hamilton's early waterfront growth and development. This district was the site of many commercial wharves and boat building operations. There are no remaining historic buildings in this district, however, on top of the Bay St. N. bluff, there are three dwellings that have been designated under the Ontario Heritage Act, and many other dwellings that are on the City's inventory of buildings having historic interest.

Land Use

The concept plan maintains the marinas in this area, but promotes the expansion of speciality retail and food service developments to cater to the increasing numbers of people walking in this area.

C.12 PIER 4 PARK DISTRICT

This district includes Pier 4 Park, the parking lot, Hamiltonian Pier and Bayview Park. Pier 4 Park and Hamiltonian Pier have been created by harbour filling. Pier 4 Park features landscaped areas, an interactive water play area, and a curving pier. Hamiltonian Pier is a park-like split protruding into the harbour off of the north corner of Pier 4 Park. Bayview Park is situated above Pier 4 Park and provides panoramic views of the harbour.

Heritage Assessment

This area has some heritage interest because of its historic associations with Hamilton's early waterfront growth and development. In the 1850s to the 1920s, this site had many commercial wharves and boathouses. These have all been demolished. The Gartshore Thomson building which was relocated to Pier 4 Park, is a designated property under the Ontario Heritage Act. Bayview Park is on the site of the former Burlington Glass Company.

Land Use

No changes to the current land uses are proposed in this district.

C.13 HARBOUR WEST MARINA DISTRICT

This district is comprised of Hamilton Harbour Commissioners property, including Piers 5, 6, 7 and 8, and is bounded by Guise St. and Leander Dr. on the south, Pier 4 Park on the west, the harbour on the north, and HMCS Star on the east.

Heritage Assessment

The following assessment of this district was provided in the West Harbourfront Heritage Study:

"Historically, this was an important part of Hamilton's early settlement and development. The shoreline once comprised a significant complex of wooden work shops, sheds, landings and wharves, together with associated marine activities. All these buildings have been demolished."

"This area is of heritage interest because of its historical associations with the many diverse aspects of Hamilton's early waterfront growth and development. With respect to its surviving heritage the area is somewhat compromised as many of the important buildings and structures associated with the historical port and boatbuilding activities have been lost. (Unterman McPhail Cumming Associates, 1995 pgs. 3-11, 3-12)

Land Use

The concept plan acknowledges the continuance of the harbour area as a marina and Pier 8 as an industrial port facility. It is proposed that the area around the marina complex be developed with mixed-use developments including specialty retail, cafes and restaurants, small offices and apartment style residences. Amendments to the existing zoning would be required.

C.14 EASTWOOD PARK DISTRICT

This district includes Eastwood Park and the HMCS Star naval base. It is bounded by Ferguson Ave. N. on the east, Burlington St. E. on the south, Mary St. and Catharine St. N. on the West, and the harbour on the north.

Heritage Assessment

Land filling of the Bay in 1906-1908 led to the creation of the North End Park in 1908 which was renamed Eastwood Park in 1911. In 1943, the HMCS Star naval base was established on a portion of Eastwood Park purchased from the City.

With industrial expansion, after the late 1890s, harbour development moved east and became increasingly focused on servicing the requirements of heavy industry. Pier 10 was initially created in the period between 1912-1919 and constructed as Wellington Terminal in the 1960's. Some of the buildings of HMCS Star are listed on the City's inventory of buildings of architectural and/or historical interest.

Land Use

It is recommended that the HMCS Star lands be reunified with Eastwood Park if and when these lands are declared surplus by the Department of National Defence. Eastwood Park has been identified as a candidate site for a new multi-use sports complex to be considered in a location study with other sites around the City. No changes to the current zoning are required at this time.

C.15 NORTH END NEIGHBOURHOODS DISTRICT

This district includes the North End West Neighbourhood and portions of the North End East Neighbourhood. The area is generally bounded by Strachan St. on the south, Bay St. N. to the top of the bluff on the west, Guise St. on the north, Eastwood Park, Burlington St. E. and John St. N. on the east.

This is a well-established residential area that developed initially with the growth of Port Hamilton and later with the development of the nearby industrial and rail lands. The street pattern between MacNab St. N. and Catharine St. N. is predominantly an arrangement of small residential blocks in a grid pattern. The alignment of Bay St. N., Guise St., Burlington St. W., and Wood St. W. reflect to the influence of the shoreline and topography in the 1830s.

Residences are mostly vernacular in style constructed in a variety of shapes and materials. Dwelling types include single, semi-detached and terrace units with heights up to two-and-a-half storeys. Several high rise apartment buildings have been built along Guise St.

Heritage Assessment

The following assessment was provided in the West Harbourfront Heritage Study:

"This area comprises a considerable mix of residential building types, many of which are historically linked to waterfront activities of the former workforce. It is evident in some areas that the local resident population is aware of these ties. As well, the importance

of the vernacular building stock is respected with building conservation and refurbishment clearly demonstrated" (Unterman McPhail Cumming Associates, 1995 pgs. 3-11). Many dwellings are listed on the City's inventory of buildings of architectural and/or historical interest.

Land Use

No changes to the current land uses are proposed in this district.





Appendix D

Component Cost Estimates, Maintenance Costs and Capital Budgets

Appendix D

COMPONENT COST ESTIMATES, MAINTENANCE COSTS AND CAPITAL BUDGETS

This Appendix provides additional information to the cost estimates in Table 3 provided in Chapter 10. The cost estimates for the following components of the concept plan were prepared under a supporting technical study for the WHDS, under a separate study or as a capital budget submission. References and details are noted for each component.

1. Relocation of the CN Marshalling Yard

(Source: CANAC Ontario, December 1994 Final Report, Page 17)

Jurisdiction: Canadian National Railway

Order-of-Magnitude Costs \$(1994)

Section numbers refer to sections of the CANAC Report

<u>Section</u>	<u>Description</u>	<u>\$Millions</u>
7.3	Aldershot Yard - 775 Car Layout	39.2
8.1	Aldershot West to Bayview Junction	8.5
8.2	Bayview Junction to Parkdale	10.2
8.3	Other Non-Track Facilities at Aldershot	10.8
10.0	Stuart Street Yard - remove yard trackage and relocate main line	<u>1.0</u>
	TOTAL	69.7
	Three grade separations (King Rd., Parkdale Ave. and Woodward Ave.) at an order-of-magnitude cost of \$10 million each	<u>30.0</u>
	GRAND TOTAL	\$ 99.7 million

Notes:

Estimates of the proposed works are prepared without the benefit of a detailed operational plan, detailed field surveys and finalized design and layout drawings. Estimates are order-of-magnitude costs only, and are expressed in 1994 dollars.

In addition, these estimates do not include the following items:

Cost, if any, that may be incurred for the relocation of CN employees, as obligated by the various Wage Agreements.

The cost of land nor the cost that may result from environmental issues.

2. T.B. McQuesten Multicultural Gardens

(Source: Economic Planning Group (EPG). Economic and Operational Impact Study of T.B. McQuesten Multicultural Gardens, November 12, 1993)

Jurisdiction: Department of Public Works and Traffic, Parks Division

The estimate to construct the concept plan approved for the T.B. McQuesten Park site on Upper Wentworth Street and to operate the Gardens as an intensively programmed facility is \$20,010,500. This is in 1993 dollars. The cost to develop the gardens in the West Harbourfront Precinct would be similar to this estimate. There will be an additional cost for land acquisition and site clearing, which is not required at the T.B. McQuesten Park site.

In 1992, City Council approved a capital budget in the amount of \$7,353,000. and authorized the T.B. McQuesten Gardens Steering Committee and staff to raise the remaining required funds. The following is a summary of accounts for the gardens project.

Original City's allotment	\$ 7,353,000.
Expenditures to-date	\$ (302,200.)
Funds required to develop	
T. B. McQuesten Park (1994 dollars)	<u>\$(1,661,300.)</u>
Total available to carry over to the	
West Harbourfront Precinct	\$ 5,389,500.
Total gardens project estimate	\$20,010,500.
 Total additional funds required	 \$14,621,000.

The annual maintenance costs for T.B. McQuesten Gardens were estimated under three different scenarios by EPG as follows:

<u>Description</u>	<u>Operating Loss</u>
a) T.B. McQuesten Park location free admission minimal (passive) programming	\$(734,485.) (i)
b) T.B. McQuesten Park location admission charge intensive programming	\$(118,977.) (i)
c) West Harbourfront Precinct location admission charge intensive programming	break-even (ii)

Sources: (i) *EPG, Economic and Operational Impact Study of T.B. McQuesten Multicultural Gardens, November 12, 1993*

(ii) *EPG, T.B. McQuesten Multicultural Gardens Break-Even Analysis, January 1995*

In the Break-Even Analysis, EPG has reported that by relocating the T.B. McQuesten Multicultural Gardens project to the West Harbourfront Precinct and making it a part of a much larger development with other attractions, the gardens would experience increased attendance and potential operating cost savings which may be sufficient to make the project profitable.

3. Bayfront Park Development

Jurisdiction: Department of Public Works and Traffic, Parks Division

The estimate to develop Bayfront Park according to the approved concept plan is \$4,769,000. A detailed cost estimate and breakdown for Bayfront Park development is included in Table 4 at the end of Chapter 10.

On March 9, 1995, City Council approved the 1995-2004 Capital Budget Program. In doing so, City Council approved the development of Bayfront Park according to the following schedule:

<u>Construction Schedule</u>	<u>Appropriation</u>
Phase I - 1997	\$ 854,000.
Phase I - 1998	\$ 460,000.
Phase II - 2003	<u>\$3,455,000.*</u>
TOTAL	\$4,769,000.

*(includes subsidy of \$1,000,000.)

The annual maintenance operating costs are estimated as follows:

Phase I - 1997	\$ 38,000.
Following Year - 1998	\$ 76,000.
Phase II - 2003	\$ 20,000.
Following Year - 2004	<u>\$ 60,000.</u>
TOTAL	\$ 194,000.

4. Pedestrian/Bicycle Linkage - Cootes Paradise to Bayfront Park

Jurisdiction: Department of Public Works and Traffic, Parks Division

The estimate to construct a pedestrian/bicycle linkage from Cootes Paradise to Bayfront Park is \$5,400,000. A detailed cost estimate and breakdown for this work is included at the end of this chapter.

On March 9, 1995, City Council approved the 1995-2004 Capital Budget Program. In doing so, City Council approved the development of this linkage according to the following program:

<u>Schedule</u>	<u>Appropriation/Subsidy</u>
1995-1999	\$3,600,000. (subsidy)
2000	600,000.
2001	600,000.
2002	<u>600,000.</u>
TOTAL	\$5,400,000.

The annual maintenance costs are estimated as follows:

1996	\$ 0.
1997	\$ 30,000.
1998	\$ 60,000.
1999	\$ 90,000.
TOTAL	\$180,000.

5. Landscaping - Bayfront CSO Tank

Jurisdiction: Department of Public Works and Traffic, Parks Division

The Region constructed an underground combined sewer overflow (CSO) tank at Bayfront Park in 1993. The Parks Division proposes to construct a barrier-free ramp, plant additional trees, and install additional lights on the surface. The estimate for this work is \$278,000. On March 9, 1995, City Council approved the 1995-2004 Capital Budget Program. In doing so, City Council approved funding for this work for the 2004 fiscal year. The annual additional maintenance costs are estimated at \$4,000.

6. Major Attractions - Current City Initiatives

The vision for the West Harbourfront Precinct includes the concept of consolidating many attractions within the precinct to create a critical mass. This critical mass would ultimately generate a certain synergy that would translate into greater resident and tourist attendance, an enhanced image of the City, the creation of new jobs, and the attraction of investment capital.

Provision is made in the concept plan for the development of a number of attractions, some of which are current City initiatives while others are proposed attractions that are deemed suitable for the West Harbourfront Precinct. The actual selection and placement of attractions are subject to additional feasibility studies.

The following capital projects are current City initiatives that have been considered in the 1995-2004 Capital Budget Program and deemed suitable for the West Harbourfront Precinct. The project number refers to that Capital Budget Program.

a) **Hamilton-Scourge Project (1812 Warships)**

Jurisdiction: *Hamilton-Scourge Committee*
 Department of Culture and Recreation

Location: currently proposed for Confederation Park

Project	Capital Budget
#122.0 Data Base Management	\$232,000.
Design and Construction	no estimate

Status: Outside the ten-year plan. Includes subsidy of \$74,000.

b) **Hamilton Military Museum**

Jurisdiction: *Hamilton Historical Board*
 Department of Culture and Recreation

Location: currently in Dundurn Park

Project	Capital Budget
#129.1 Feasibility Study	\$25,000.
#129.2 Design and Development	\$4,290,000.

Status: Outside the ten-year plan. Includes subsidy of \$1,438,000.

c) **Children's Museum**

Jurisdiction: *Department of Culture and Recreation*

Location: currently in Gage Park

Project	Capital Budget
#121.1 Redevelopment Feasibility Study	\$ 20,000.
#121.2 Redevelopment Design and Construction	\$5,838,000.

Status: Outside the ten-year plan. Includes subsidy of \$1,952,000.

d) **Dundurn Castle Restoration - Landscape and Gardener's Cottage**

Jurisdiction: *Hamilton Historical Board*
 Department of Culture and Recreation

Location: Dundurn Park

<u>Project</u>	<u>Capital Budget</u>
#130.0 Dundurn Restoration Landscape and Gardener's Cottage	\$1,600,000.

Status: Outside the ten-year plan. Includes subsidy of \$533,000.

e) **Crystal Palace**

Jurisdiction: *New Crystal Palace Sub-Committee*
 Department of Public Works and Traffic, Parks Division

Location: Commonwealth Square

<u>Project</u>	<u>Capital Budget</u>
#162.0 Crystal Palace Study and Construction	\$8,151,000.

Status: Outside the ten-year plan. Includes subsidy of \$7,151,000.



City of Hamilton

Financial Statement

Statement of Financial Position

Assets	Liabilities	Equity
Current Assets	Current Liabilities	Current Equity
Non-current Assets	Non-current Liabilities	Non-current Equity

Statement of Financial Position as at December 31, 2015

Assets

Current Assets

Non-current Assets

Assets	Liabilities	Equity
Current Assets	Current Liabilities	Current Equity
Non-current Assets	Non-current Liabilities	Non-current Equity

Statement of Financial Position as at December 31, 2014

Assets

Current Assets

Non-current Assets

Current Liabilities

Non-current Liabilities

Current Equity

Non-current Equity



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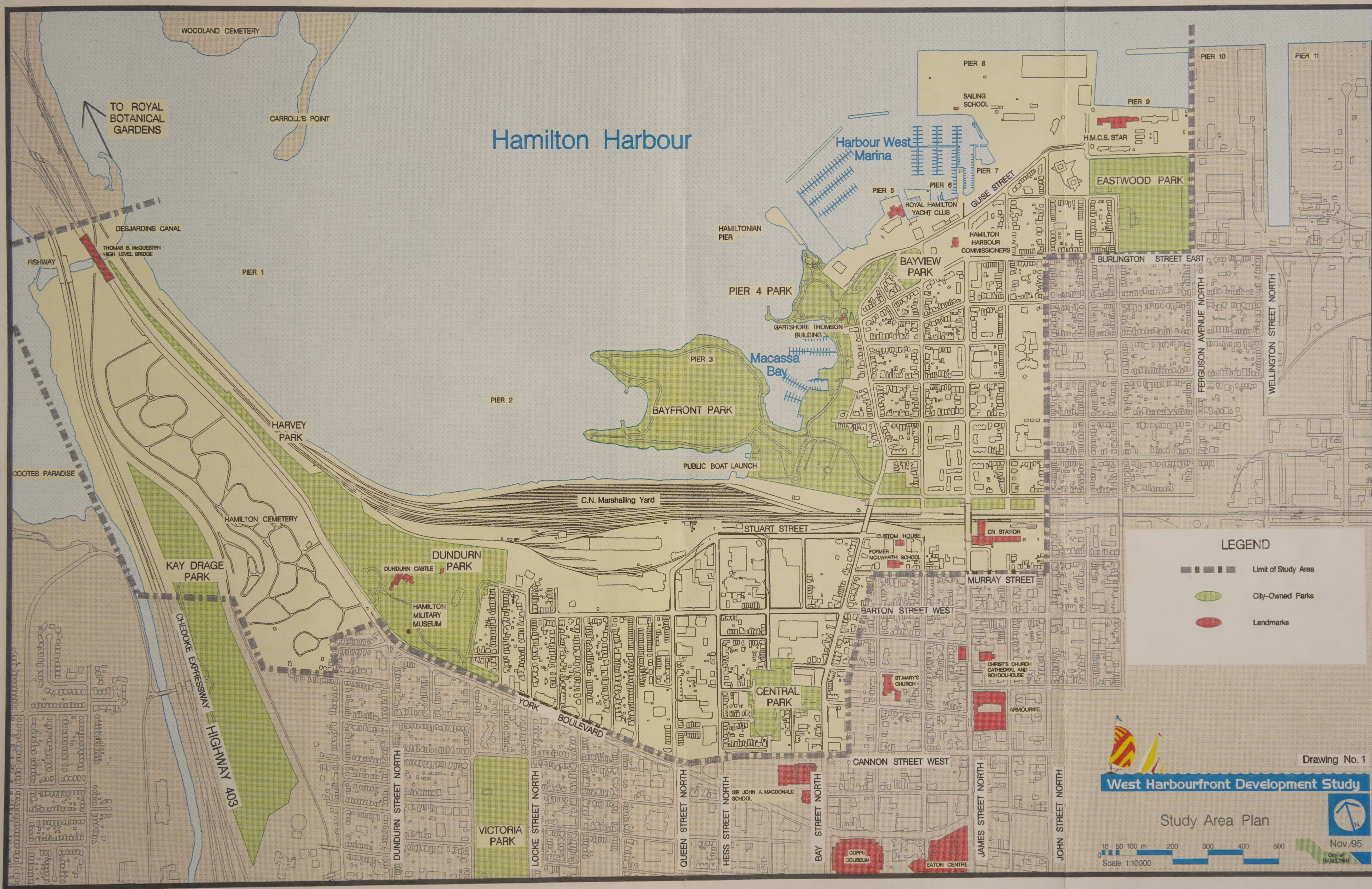
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Drawings

Hamilton Harbour



LEGEND

- Limit of Study Area
- City-Owned Parks
- Landmarks

Drawing No. 1

West Harbourfront Development Study

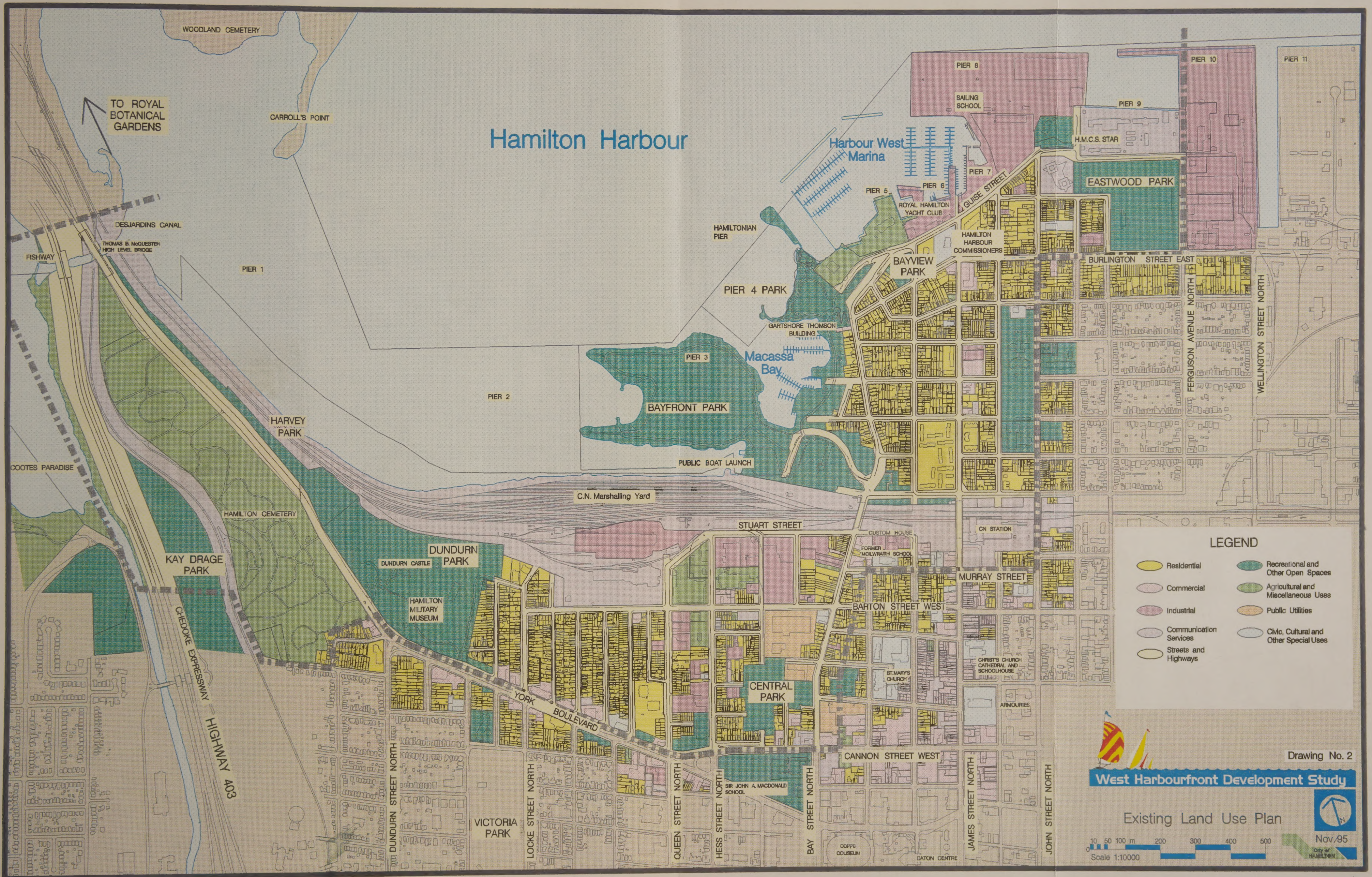
Study Area Plan

Scale 1:10000

Nov. 95

City of Hamilton

Hamilton Harbour



- LEGEND**
- Residential
 - Commercial
 - Industrial
 - Communication Services
 - Streets and Highways
 - Recreational and Other Open Spaces
 - Agricultural and Miscellaneous Uses
 - Public Utilities
 - Civic, Cultural and Other Special Uses



Drawing No. 2
West Harbourfront Development Study

Existing Land Use Plan
Scale 1:10000
Nov. 95
City of Hamilton



Hamilton Harbour



LEGEND

- | | | | |
|-----|---|------|---|
| A | Conservation, Open Space, Park and Recreation | H | Commercial |
| CR | Commercial-Residential | J | Light and Limited Heavy Industrial |
| D | District-(Urban Protected Residential) | JJ | Restricted Light Industrial |
| DE | District-(Low Density Multiple Dwellings) | K | Heavy Industrial |
| E | District-(Multiple Dwellings, Lodges, Clubs, etc) | L-f | Planned Development-(Waterfront Recreational) |
| F-1 | District-(Waterfront Recreational) | L-mr | Planned Development-(Future Multiple Residential) |
| G | Neighbourhood Shopping | | |

Drawing No. 3

West Harbourfront Development Study

Existing Zoning Plan

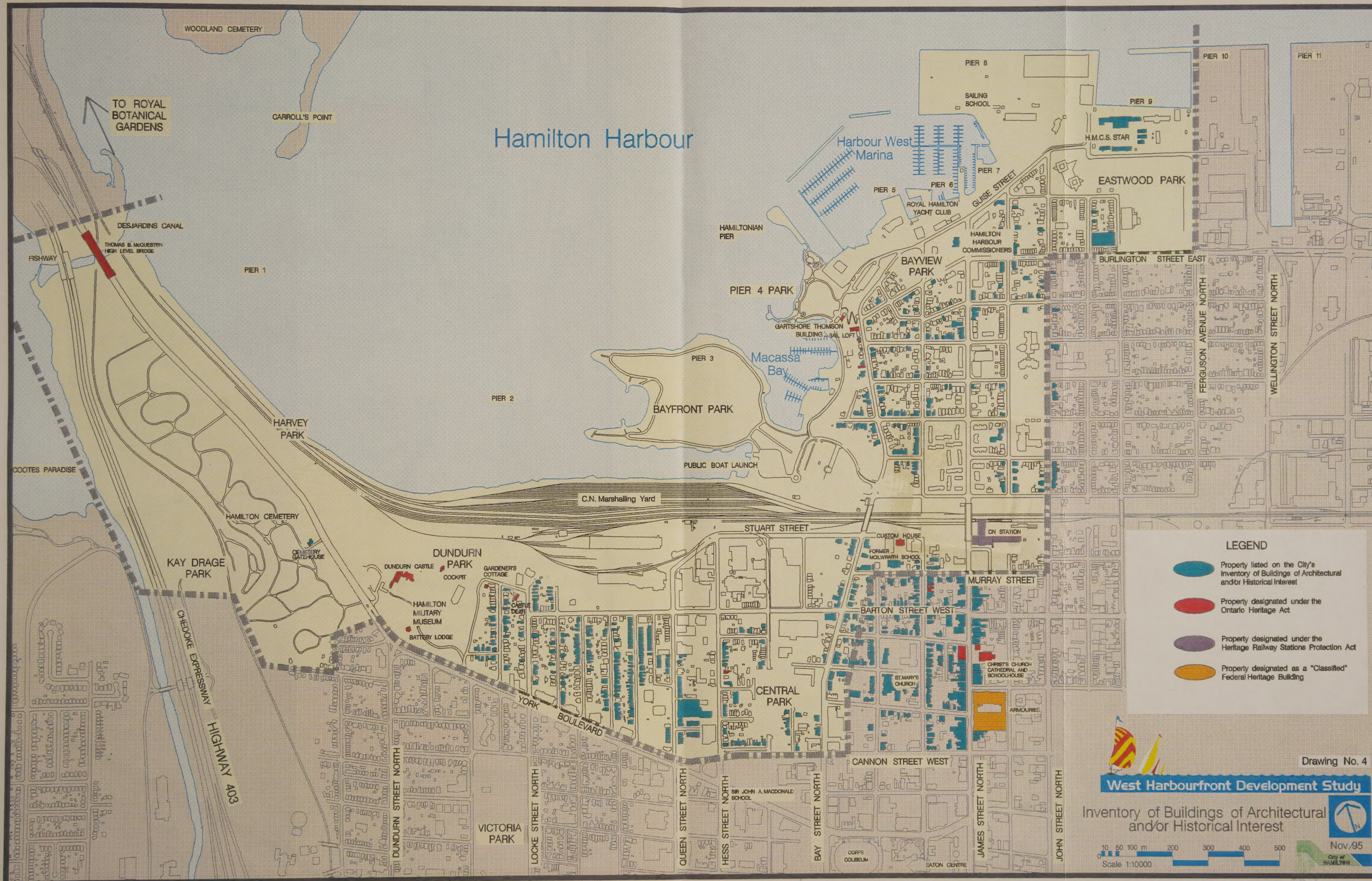
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Nov. 95

City of Hamilton

Hamilton Harbour



Drawing No. 4

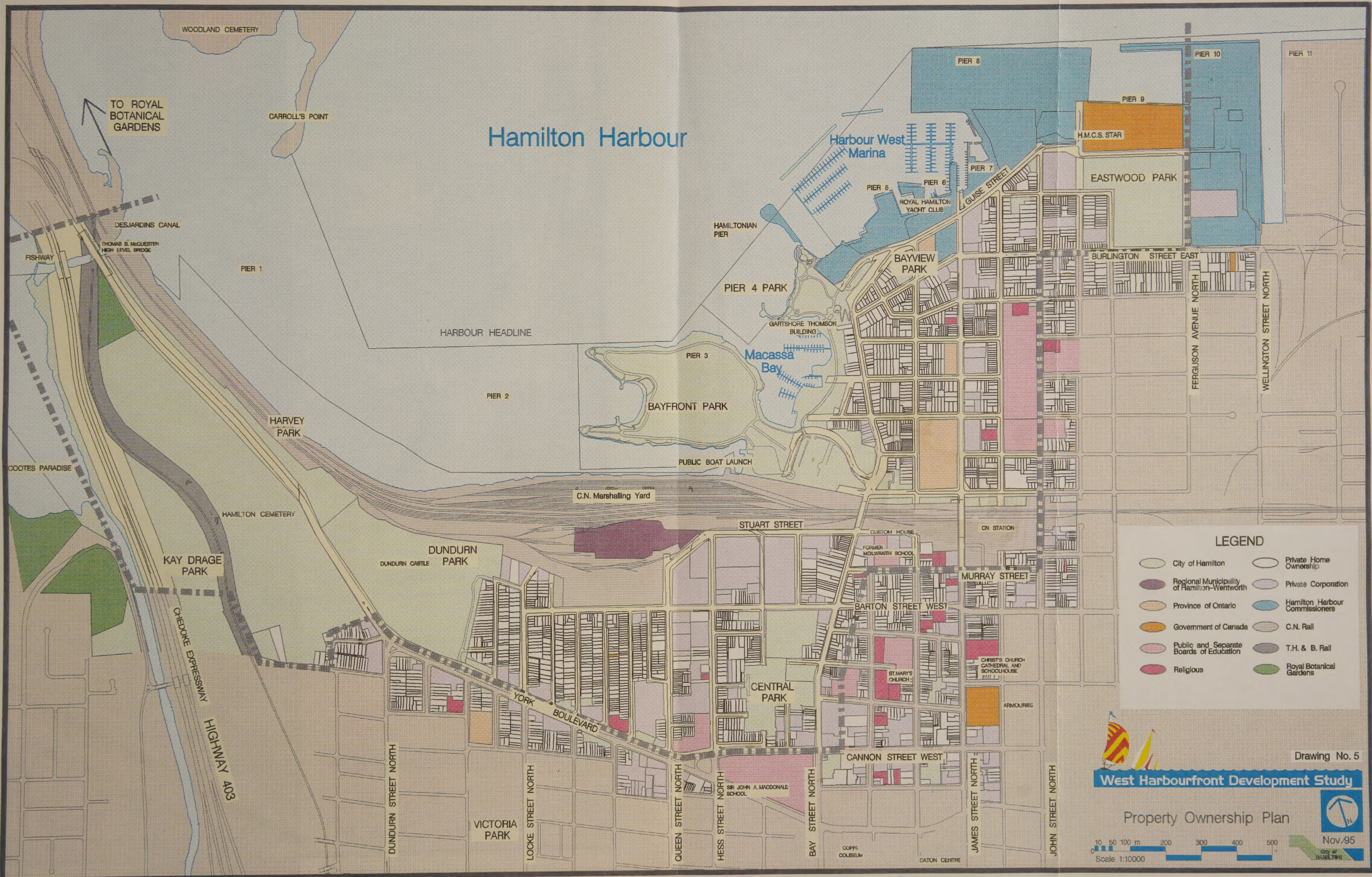
West Harbourfront Development Study

Inventory of Buildings of Architectural and/or Historical Interest



Nov. 95

City of Hamilton



LEGEND

- | | |
|---|--------------------------------|
| City of Hamilton | Private Home Ownership |
| Regional Municipality of Hamilton-Wentworth | Private Corporation |
| Province of Ontario | Hamilton Harbour Commissioners |
| Government of Canada | C.N. Rail |
| Public and Separate Boards of Education | T.H. & B. Rail |
| Religious | Royal Botanical Gardens |

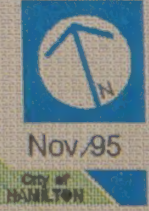


Drawing No. 5

West Harbourfront Development Study

Property Ownership Plan

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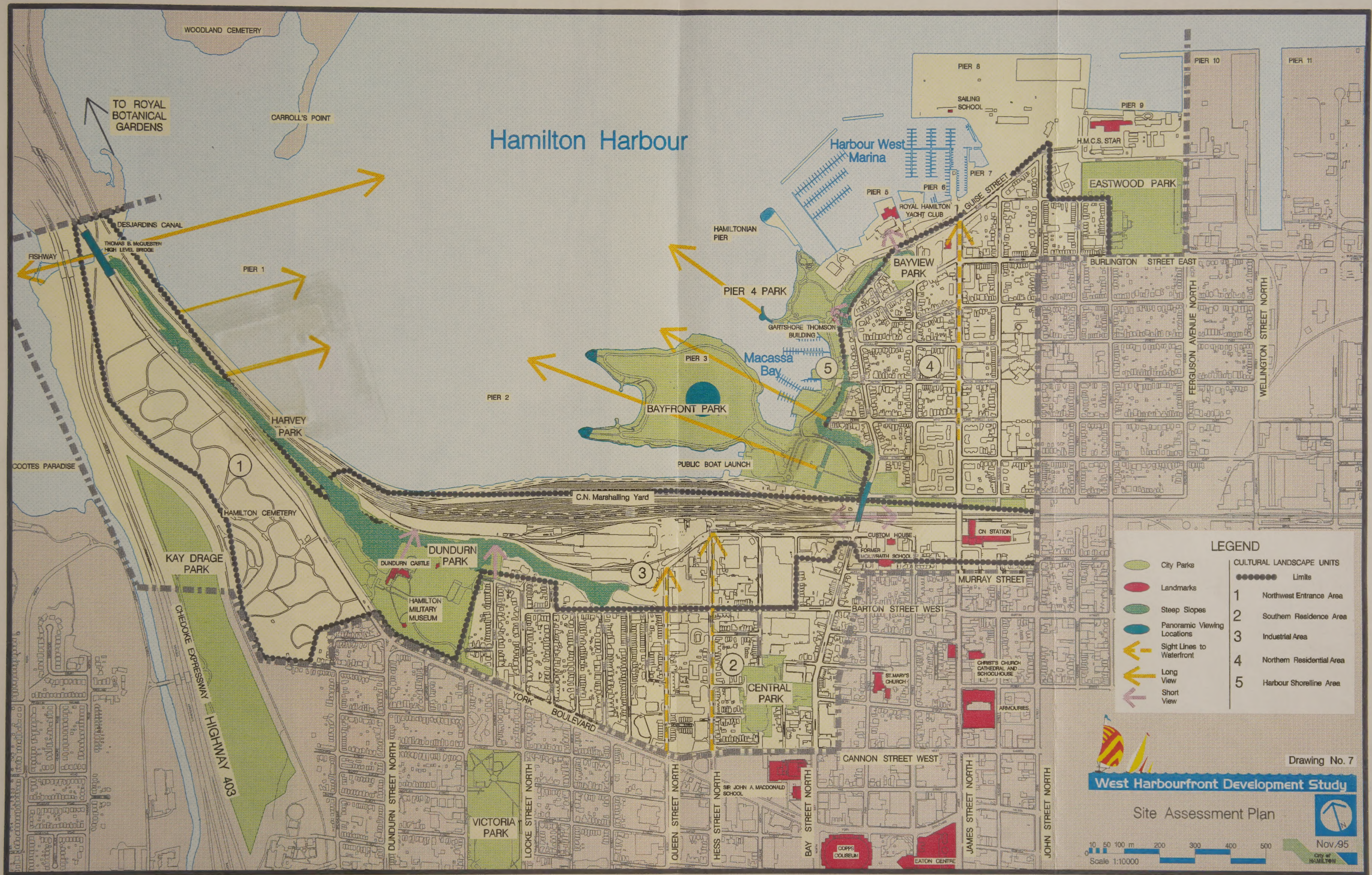


Drawing No. 6

West Harbourfront Development Study

Existing Transportation Plan





LEGEND	
	City Parks
	Landmarks
	Steep Slopes
	Panoramic Viewing Locations
	Sight Lines to Waterfront
	Long View
	Short View
CULTURAL LANDSCAPE UNITS	
	Limits
1	Northwest Entrance Area
2	Southern Residence Area
3	Industrial Area
4	Northern Residential Area
5	Harbour Shoreline Area



Drawing No. 7

West Harbourfront Development Study

Site Assessment Plan

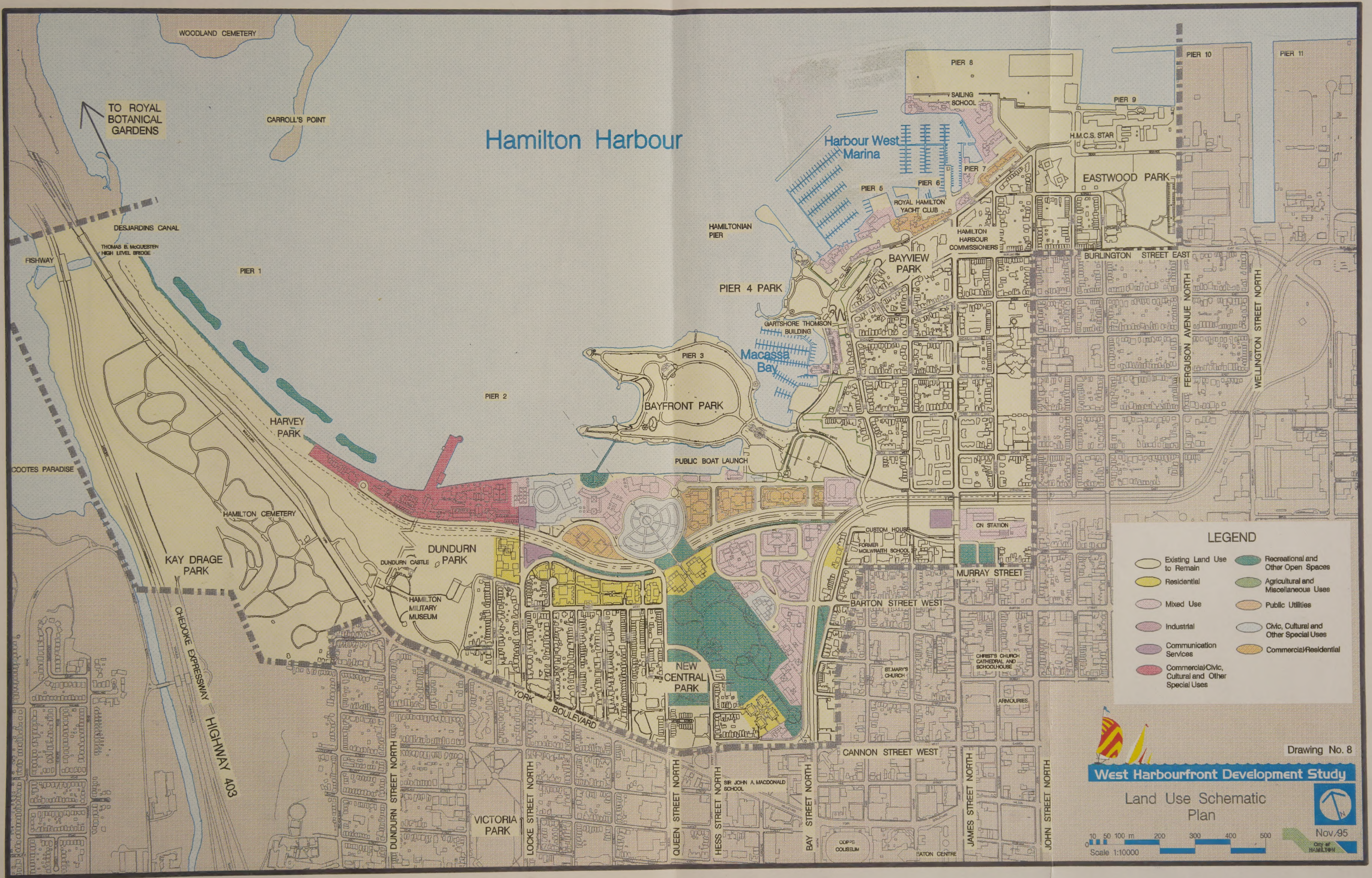
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Nov. 95





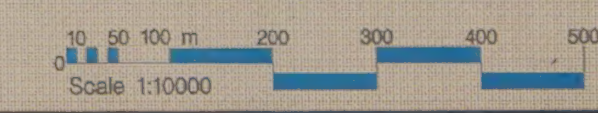


- LEGEND**
- | | |
|---|--|
| Existing Land Use to Remain | Recreational and Other Open Spaces |
| Residential | Agricultural and Miscellaneous Uses |
| Mixed Use | Public Utilities |
| Industrial | Civic, Cultural and Other Special Uses |
| Communication Services | Commercial/Residential |
| Commercial/Civic, Cultural and Other Special Uses | |



West Harbourfront Development Study

Land Use Schematic Plan



Drawing No. 8



Nov. 95
CITY OF HAMILTON

Hamilton Harbour



PROPOSED RAIL CORRIDOR TO INCLUDE:
 -1 Waterfront Tourist Rail Line
 -2 C.N. Main Lines

LEGEND

- Station
- Rubber Tire Train
- Rubber Tire Train (Future Extension)
- Waterfront Tourist Rail
- Waterfront Tourist Rail (Future Extension)
- Proposed Waterfront Trail
- Proposed Secondary Waterfront Trails
- Proposed Bicycle Route
- Existing Bicycle Route
- Proposed Bicycle Route (Ferguson Ave.)
- Water Taxi Terminal
- Sea Plane Dockage
- Tail and Cruise Ship Dockage



Drawing No. 9

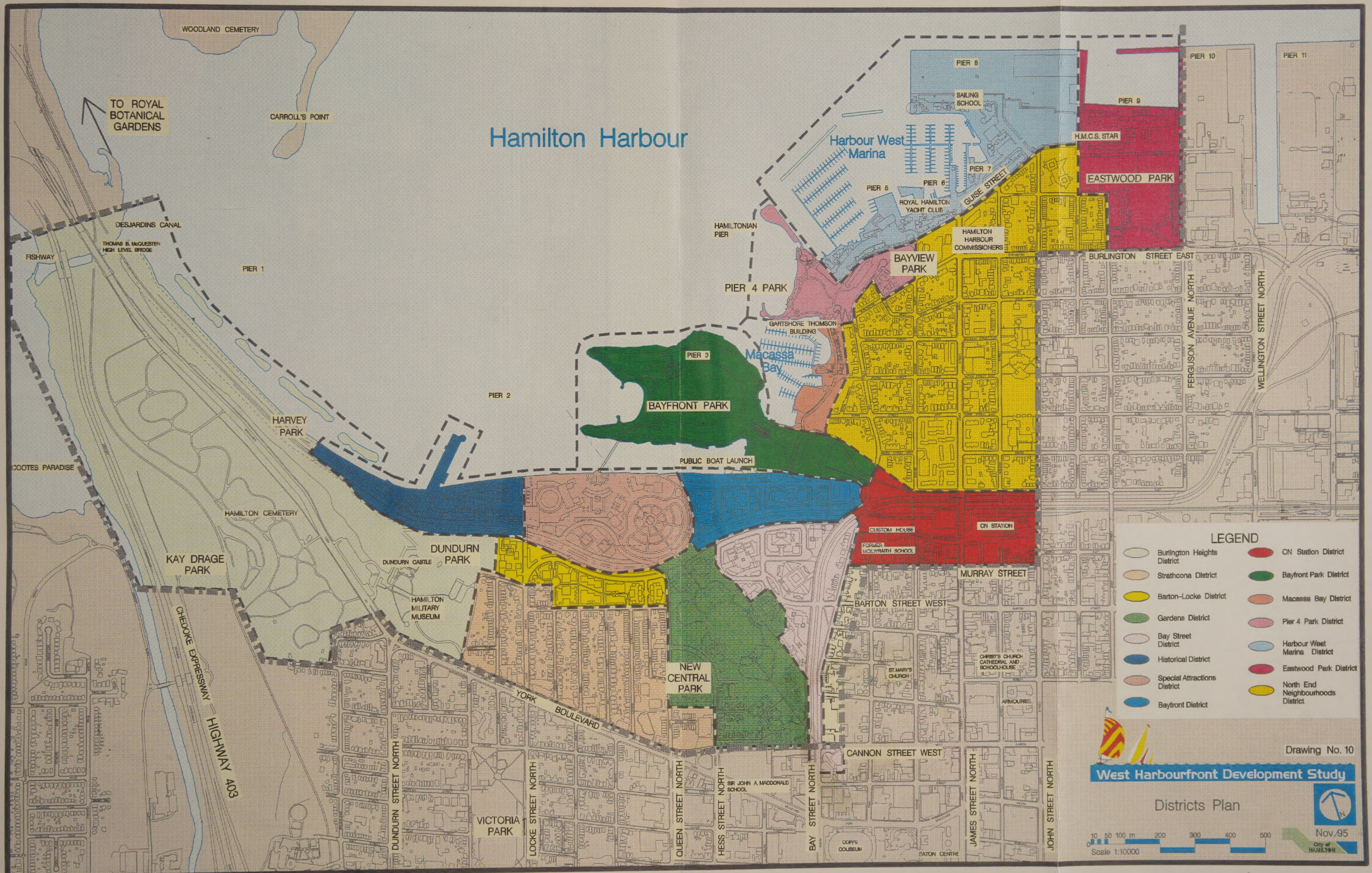
West Harbourfront Development Study

Proposed Transportation Plan

Scale 1:10000
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Nov. 95





Hamilton Harbour

LEGEND

- Limit of Study Area
- Existing City-Owned Parks
- Existing Landmarks



West Harbourfront Development Study

West Harbourfront Precinct
Concept Plan

Scale 1:10000
10 50 100 m 200 300 400 500

Nov. 95
City of Hamilton

Drawing No. 11



Drawing No. 12

West Harbourfront Development Study

Pier 4 and Bayfront Parks
Existing Conditions Plan

Nov. 95

Scale 1:3000



CANADIAN NATIONAL RAIL LANDS

Macassa Bay

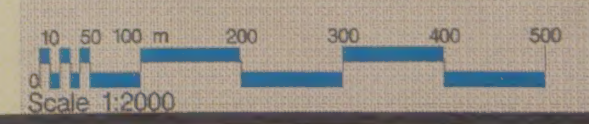
BAYFRONT PARK

- LEGEND**
- Proposed Building
 - Proposed Shelters
 - Proposed Asphalt Path
 - Existing Asphalt Path
 - Feature Area
 - Planting Beds
 - Proposed Lights



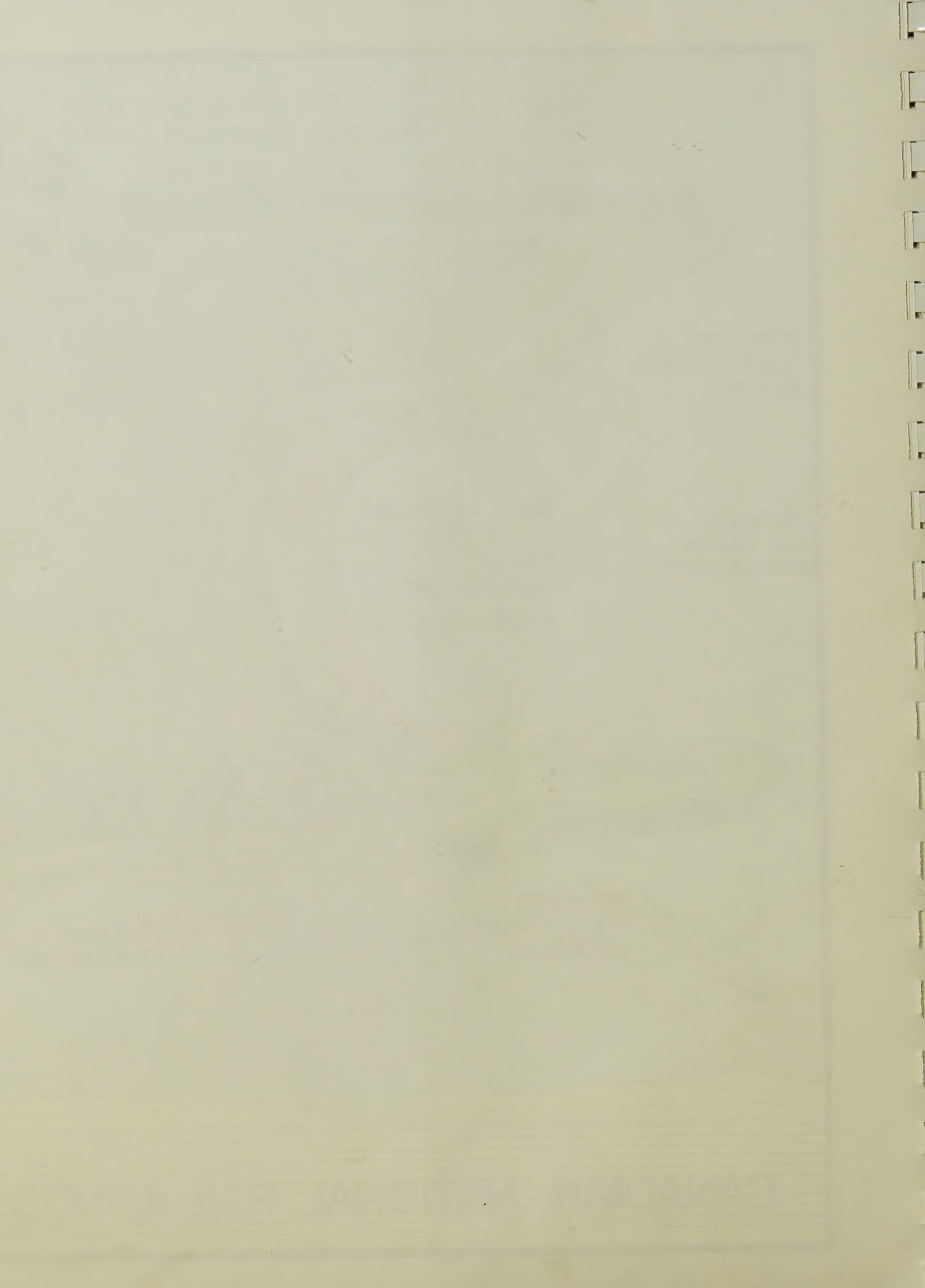
West Harbourfront Development Study

Bayfront Park Concept Plan



Drawing No. 13

Nov. 95



A Solid Beginning

Hamilton is blessed with numerous natural features that have helped shape the development and character of this city. Of all of the significant features, such as the Niagara Escarpment, Cootes Paradise, Hamilton Beach, numerous ravines, and watercourses, Hamilton Harbour, with access to Lake Ontario, has contributed the most to the development of the city. In the 1850s and 1860s, the arrival of the railway and industrial growth established the old port area as a hub of commercial and industrial activity and pushed Hamilton in new directions. For the next hundred years, industry developed towards the east along the harbour and the city grew rapidly.



Aerial view of Harbourfront Park and the CN rail lands looking north.

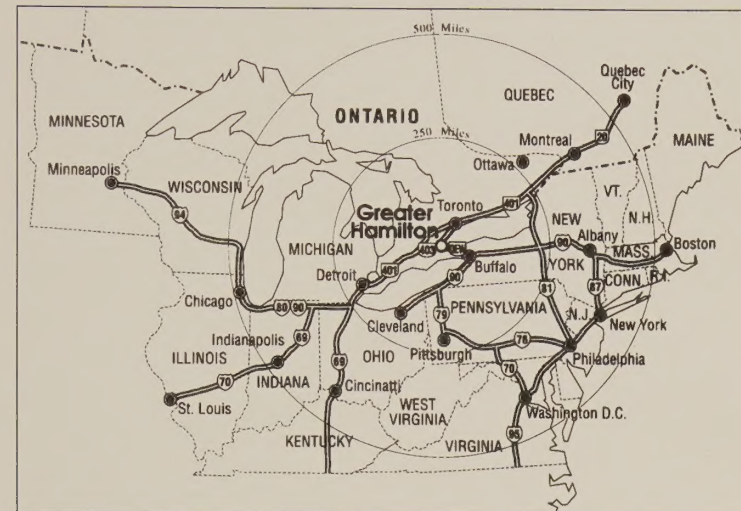
An Exciting Future

Recently, local, provincial, and federal governments and agencies have been working to improve the water quality of the harbour and public access to its shores. Major actions include the development and implementation of the **Remedial Action Plan**, the **Renaissance Project**, **Vision 2020: The Sustainable Region**, the **Fish and Wildlife Habitat Restoration Project**, and trails by the **Waterfront Regeneration Trust**. The City of Hamilton is playing a significant leadership role in all of these initiatives.

In 1993, the City of Hamilton opened **Pier 4 Park** and **Harbourfront Park** in the west harbour. These two parks were developed with the financial assistance of the Province of Ontario and the Government of Canada. The success of these waterfront parks has encouraged the City to undertake a study of the entire west harbourfront area.

Throughout Hamilton's history, the harbour has been a primary focus for recreational activities for residents. Favourite pastimes included fishing, swimming, sailing, rowing, and skating; recreation, commerce and industry coexisted. However, by the 1950s, the west harbour had changed dramatically. Public access was reduced as other types of developments took place. Fishing and swimming ceased as harbour pollution affected fish stocks and public health.

A New Century, A New Waterfront



Map courtesy of the Regional Department of Economic Development

The **West Harbourfront Development Study** is a project of the City of Hamilton with the participation of the Regional Municipality of Hamilton-Wentworth, Hamilton Harbour Commissioners, CN Railway, and many private and public interest groups. For more information on this study, or to submit your comments about this concept plan, please notify:



THE CITY OF HAMILTON
Department of Public Works and Traffic
Parks Division
71 Main Street West
Hamilton, Ontario, Canada L8N 3T4
Telephone: (905) 546-2409
Facsimile: (905) 546-2443

Photo Credit: cover photo and photos with an * by Susan Preston

PW-WHDS-1 (06/95)



Imagine . . .

An exciting place
by the water,



inspiring natural
environment,



unique parks
and trails



Imagine . . .

A place with
restaurants and
quaint shops,



full of history
and charm,



and year-
round special
attractions



Hamilton's West Harbourfront

Hamilton's West Harbourfront

Imagine HAMILTON'S WEST HARBOUR...

A Place For People

The proposed concept plan for **Hamilton's West Harbourfront Precinct** promotes the creation of a unique "people place" with maximum access to the harbour, strongly linked to the downtown, with new residential and commercial developments that are complementary in scale and character to adjacent neighbourhoods. A key aspect of the plan is the relocation of the CN Railway marshalling yard on Stuart Street. While two main lines will remain, the removal of the rail yard will provide up to 40.5 hectares (100 acres) of waterfront land for redevelopment. Industrial lands adjacent to the rail yard are also included in the concept.

Public use and enjoyment of the west harbour is a primary objective. The plan features a 6 km-long (3.7 mi) paved trail along the shore from Eastwood Park to Cootes Paradise and across the Desjardins Canal to link up with

the new **Lake Ontario Waterfront Trail** in Burlington. People of all abilities will feel welcome. Furthermore, the expanded trail system will provide residents with convenient access to significant natural areas including Cootes Paradise and the Royal Botanical Gardens. Promoting eco-tourism will attract new tourists to come, stay, and shop in Hamilton.

Increasing tourism in the region and improving the image of the community are two strategies identified by **The Renaissance Project**, an action plan that will help revitalize the economy of Hamilton-Wentworth and create jobs. In response to this, the concept plan for the west harbourfront

An outdoor amphitheatre would provide an ideal venue for concerts and staged performances

area designates space for a variety of special attractions, such as magnificent gardens, an outdoor amphitheatre, a maritime interpretive centre and themed shops, cafes and restaurants. Special attractions are proposed to be "world class" in character to enhance the city's image, entertain residents, and attract tourists.

Model of the proposed concept plan for the rail/industrial lands looking north.



The concept promotes creating and staging special attractions to increase tourism to the city.



A New Century, A New Waterfront



Hamilton's West Harbourfront

Imagine sailing in the harbour.

Community Recreation

Pier 4 Park, opened in 1993, features a 24 metre (80 foot) tugboat as the centrepiece of an interactive water play area, a dramatically curved pier with pavilion, natural shoreline, landscaping, and extensive trail linkages to the surrounding community. A historic building, circa 1870, was relocated into the park and renovated to provide public washrooms and meeting rooms. The lower level and outside dry sail storage compound is used by the **Hamilton Bay Sailing Club**. The park contains many fully accessible amenities, such as benches, picnic tables, drinking fountains, lighting, and on-site parking.



The tugboat play area in Pier 4 Park is very popular.

Festivals & Special Events

Harbourfront Park, overlooking the west harbour, was opened in 1993. It features a flat upper plateau ideal for festivals and picnics, while grass slopes form a natural amphitheatre for viewing concerts and other programmed events. The lower 6 metre (20 foot) wide paved walkway around the park allows viewing of the many natural elements including a wetland, sand beach, native plantings and naturalized shoreline. The walkway is very popular with all people, including those in wheelchairs, on bicycles and roller blades. Other features include a public boat launch, parking for over 250 cars, lighting, and strategically placed benches to provide comfort while emphasizing the spectacular waterfront views.

Harbourfront Park is not intended to be intensively developed. Future plans call for a creative children's play area; washrooms, change rooms, food concession, first aid station, and sheltered assembly space all in one building; a main entrance building that could serve as a rental outlet and information kiosk; a paved walkway around the upper plateau area; picnic and sun shelters, and drinking fountains.



Harbourfront Park has been the site of many festivals and special events.

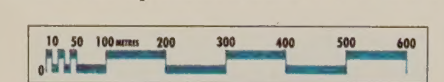
Horticultural Gardens of the World

This is a proposed high-quality facility comprised of re-creations of gardens from around the world. The gardens will be a place of great beauty and a celebration of our diverse cultural heritage. Imagine visiting classical Chinese, Japanese, Italian, and Greek gardens, then experiencing a Caribbean garden in the Cultural Centre. These gardens will be unlike any other in North America, including our own Royal Botanical Gardens, and are expected to increase tourism and provide economic spinoffs for the city.



Artist's drawing of the proposed gardens.

Conceptual Master Plan



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